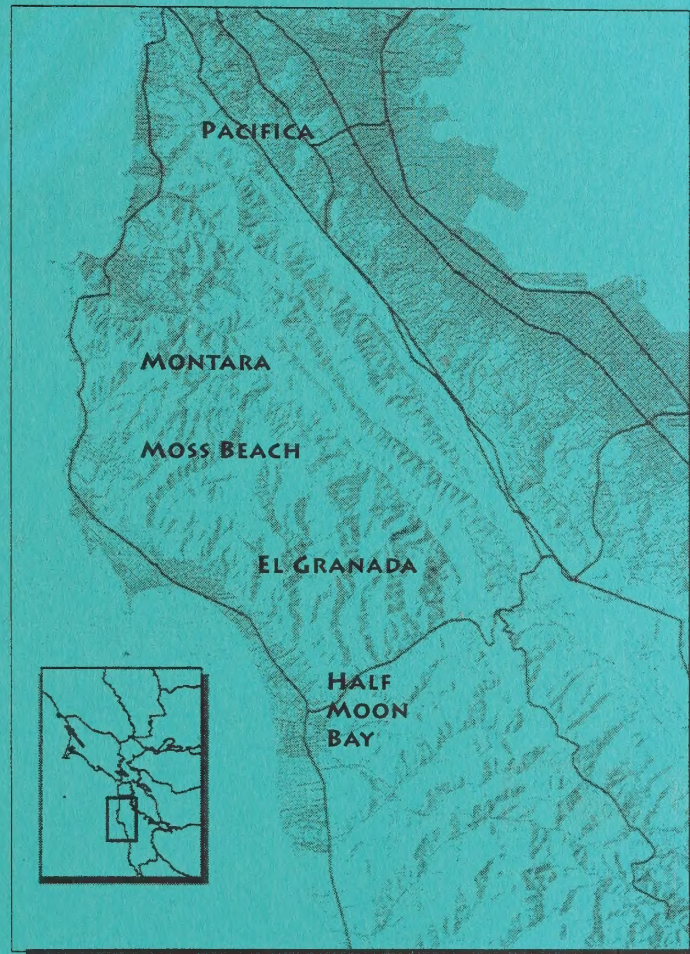


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ASTSIDE SUBREGIONAL PLANNING PROJECT

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Prepared as a Collaborative Effort by
**THE CITIES OF PACIFICA AND HALF MOON BAY
AND THE COUNTY OF SAN MATEO**

Sponsored by
THE ASSOCIATION OF BAY AREA GOVERNMENTS

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EXECUTIVE SUMMARY

The Coastside Subregional Planning Project represents a regional approach to planning. While the concept of regional planning has historically been difficult for local governments to embrace and implement, in recent years a renewed interest in more creative and collaborative planning strategies has emerged. Jurisdictions within the Coastside Subregion have come to realize that they share certain values, interests and concerns that can be more effectively pursued from a coordinated, collaborative planning approach.

THE SUBREGIONAL PLANNING PROCESS

The role of the Association of Bay Area Governments (ABAG) in regional planning along the Northern California coastline began prior to the passage of the Coastal Act of 1976, at a time when local governments were solely responsible for regulating development and its potentially adverse impacts on fragile coastal resources. As stated in ABAG's 1973 *Regional Ocean Coastline Plan for the San Francisco Bay Area*, which represented the Coastal Element of their Regional Plan:

Existing and future use of natural resources, recreation resources, scenic values, and unique agricultural lands of the coastal area involve decisions which cannot be made solely by local governments which are not always able to identify larger interests. Although each governmental level has important contributions to make to a comprehensive planning and management process, regional, state and national perspectives are needed.¹

One of the primary goals of ABAG's 1973 Coastline Plan was to promote the conservation of the Bay Area's coastal resources through a subregional planning approach. The 1998 Coastside Subregional Planning Project reflects a continued commitment to that goal.

With the City of Pacifica serving as the lead agency, the initial step in the subregional process was the creation of a project team comprised of agency staff from the Cities of Pacifica and Half Moon Bay and San Mateo County. With guidance from ABAG, this team reviewed existing coastal policies, plans and related documents and identified several issues for inclusion in an Issues Identification Report. Following distribution of the Report to interested individuals, organizations and agencies, three public meetings were held to receive community and other stakeholder input. Based on the comments received, three primary issue areas were identified as appropriate for further study on a subregional level: mobility, natural resource protection, and economic vitality.

With the issue areas identified, the project team drafted a work program that was approved by the City Councils in Pacifica and Half Moon Bay, the San Mateo County Board of Supervisors and the Midcoast Community Council. Agency staff then prepared an Administrative Draft Report followed by a Preliminary Draft Report that was widely distributed to stakeholders throughout the subregion. Over the ensuing public comment period, three additional public meetings were held to receive input from both elected officials and community stakeholders. After review by agency staff and elected liaisons from the four governing bodies, agreement was achieved on incorporation of comments into this Final Report.

¹ *Regional Ocean Coastline Plan for the San Francisco Bay Area*, ABAG (1973)

PURPOSE OF THE PROJECT

The Coastside Subregional Planning Project addresses the three issue areas identified by the public as appropriate for future consideration through a coordinated and collaborative planning approach. This Report describes current conditions in each issue area, identifies challenges to be approached on a subregional level and presents a series of recommended actions including changes to planning policies to promote their resolution.

The active participation of jurisdictions within the subregion is essential if progress is to be made in resolving the critical issues confronting Coastside communities. However, possible implementation strategies, including necessary staff and financial resources have not yet been identified. The next step will be for liaisons from the four elected bodies to sit down together to begin crafting a strategy for implementing the Report's recommendations.

To that end, the liaisons have expressed support for establishing task forces in each of the three issue areas and have agreed that additional funding from ABAG and other sources should be pursued. To succeed, this subregional planning effort will require the ongoing participation of agency staff, elected officials and community stakeholders.

SUBREGION DESCRIPTION

The Coastside Subregion is roughly 60 square miles in size and includes the City of Pacifica to the north, the City of Half Moon Bay to the south and the unincorporated Midcoast communities of Montara, Moss Beach, Princeton, El Granada and Miramar in between. The area is defined on its western edge by the Pacific Ocean and to the east by Skyline Ridge which separates San Mateo County into two distinct regions, the Coastside and the Bayside.

ISSUE 1: MOBILITY

The steep terrain of the Santa Cruz Mountain Range divides much of the Coastside from the more accessible lands

The maximum foreseeable public investments in highway and transit improvements will not be able to prevent congestion in the subregion from getting even worse by 2010

around San Francisco Bay and along the Peninsula, hindering safe and reliable access to the subregion. Limited water and sewer services, protective coastal planning policies, and constraints on the expansion of the two roads serving the subregion have, until recently, slowed the pace of development

south of Pacifica and minimized associated increases in congestion.

Today however, the subregion suffers from some of the worst peak-hour traffic in San Mateo County where congestion increased 125 percent between 1995 and 1996, a rate more than double any other county in the Bay Area.² Data in the June 1997 Countywide Transportation Plan Alternatives Report indicates that the maximum foreseeable public investments in highway and transit improvements will not be able to prevent congestion in the subregion from getting even worse by the year 2010.³ In addition to limited road capacity, other factors contributing to current and projected increases in congestion include a jobs-housing imbalance, limited access to transit alternatives, and a strong preference for driving alone to work.

² Table H-1, Roadway Segments Level of Service and Standards, San Mateo County Congestion Management Program (1995)
Highway Congestion Monitoring Report, California Department of Transportation (1996)

³ Exhibit 12.14, San Mateo Countywide Transportation Plan: Alternatives Report (June 1997)

THE JOBS-HOUSING IMBALANCE

The pursuit of a numerical balance or ideal ratio between a region's job growth and housing development is widely accepted as an essential land use objective that can reduce increases in congestion and enhance mobility. Residents living near their workplace are able to avoid commuting long distances on the region's already congested roadways. However, a recent ABAG report reveals that between 1995 and 1997 the net increase in job growth throughout San Mateo County exceeded housing growth by a ratio of nearly 8 to 1.⁴ By the year 2020 net job growth is projected to outpace net housing growth by more than a 2 to 1 ratio.⁵

While the future job growth is projected to exceed housing growth Countywide, within the Coastsidesubregion, the opposite is true. Recent ABAG projections for the subregion indicate that new housing construction will continue to outpace growth in new jobs. While projections for the period from 2000 to 2020 show Pacifica with a small 5 percent increase in household growth, the Midcoast communities and Half Moon Bay will together experience a 50 percent increase in housing growth—the highest rates of housing growth in the county.⁶

During the same 20-year period however, job growth within the subregion is projected to average just 20 percent.⁷ As with the projected Countywide growth trends, the imbalance in job and housing growth projected for the subregion over the next 20

years represents a fundamental obstacle to any comprehensive strategy to address the Coastsides growing congestion problem.

COMMUTE ALTERNATIVES

Convenient fixed-rail transit service such as BART or Caltrain is not readily available to commuters south of Pacifica due to the area's geography and remote location. Remaining commute alternatives include telecommuting, bus service, ridesharing and driving alone.

Interviews with transportation managers at several large Bayside high tech firms and with staff at the region's transportation systems management agency—Multi-City Transportation Systems Management Agency (MTSMA)—indicate that very few workers will telecommute on a regular basis in the foreseeable future.⁸ Aside from bus service between

Pacifica and downtown San Francisco, commuter bus service in the subregion is very limited. According to rideshare coordinators who have attempted to establish Coastsides car and vanpools, coast commuters as a group have demonstrated an exceptionally strong reluctance to give up their cars compared to commuters in other regions.⁹ The empty park and ride lots temporarily established during the closure of Highway 1 at Devil's Slide and the resulting congestion it created is testament to the level of local resistance to the rideshare option, even in gridlock conditions.

The imbalance in job and housing growth represents a fundamental obstacle to any comprehensive strategy to address the Coastsides growing congestion problem

4 Bay Area Futures: Where Will We Live and Work?, ABAG (11/97)

5 ABAG Projections '98

6 ABAG Projections '98 indicate an additional 4,870 housing units will be built in the subregion between the year 2000 and 2020 including 2,170 units in Half Moon Bay, 1,990 units in the Midcoast and 710 units in Pacifica.

7 ABAG job growth projections for the subregion between the year 2000 and 2020 show a total of 1,830 additional jobs including 790 jobs in Pacifica, 410 jobs in the Midcoast and 630 jobs in Half Moon Bay.

8 Based on interviews with transportation managers at Oracle, Genentech, and Franklin and staff at the Multi-City Transportation Systems Management Agency (MTSMA).

9 Conversation with staff at RIDES for Bay Area Commuters and MTSMA.

COMMUTE PATTERNS

1990 Census data reveals that three out of four commuters living in the subregion drive alone to work while the others either carpool (15%) or take transit (4%). Countywide projections indicate the preference for driving alone to work will continue well into the future as commute patterns shift further away from jobs concentrated in San Francisco, which are well served by transit, to widely-dispersed job sites in San Mateo and Santa Clara Counties and the East Bay, where transit service is limited.¹⁰ Countywide projections indicate that by the year 2010, nine out of ten commuters will continue to drive to work.¹¹

LAND USE REFORM

Strategies for addressing San Mateo County's increasing congestion recognize the need for multi-faceted approaches that combine commute alternatives such as ridesharing and transit with land use reforms. Reforming land use policies to improve the jobs-housing balance is identified in the County's Congestion Management Program as a method for achieving the region's congestion reduction goals.¹²

The San Mateo

Countywide Transportation Plan: Alternatives Report, the first-ever Countywide analysis of the combined impact on the transportation system resulting from various land use and transportation plan scenarios, indicates that by the year 2010, Highways 1 and 92 will operate at the lowest level of service during peak commute periods.¹³ In addition, im-

provements in mass transit systems including Caltrain and BART extensions will not by themselves offer significant reduction in peak hour congestion Countywide and are even less effective within the subregion, given the area's geography and remote location.¹⁴ With housing development projected to outpace job growth on the Coastside over the next twenty year period, reforming coastal land use policies to foster a jobs-housing balance may represent an important approach to congestion management in the subregion.

EFFORTS TO BALANCE PROJECTED JOB AND HOUSING GROWTH

For the past two years planners and elected officials throughout the County have been developing creative new strategies to address the region's increasing congestion. Their efforts have focused largely on strategies to promote a jobs-housing balance through changes in land use policies intended to encourage the location of new housing closer to new employment centers, mass transit systems and major transportation corridors.

The County Planning and Building Division is currently developing a balanced growth program for future job and housing growth.¹⁵ If adopted, this program would be incorporated into the

Land Use Element of the County's Congestion Management Plan. Yet, in its current form, the proposed balanced growth strategy does not address the Coastside subregion's unique jobs-housing imbalance where, in contrast to every other subregion in the county, a lack of job growth is projected to create a substantial surplus in housing.

Reforming land use policies to improve the jobs-housing balance is identified in the County's Congestion Management Program as a method for achieving the region's congestion reduction goals

10 Page 5-2, *San Mateo County Congestion Management Program*, (1995)

11 Exhibit 1.25, *San Mateo County Transportation Plan: Alternatives Report* (June 1997)

12 Page 5-5, Trip Reduction/Travel Demand Element, *San Mateo County Congestion Management Program* (1995)

13 Exhibit 1.25, *San Mateo County Transportation Plan: Alternatives Report* (June 1997)

14 *ibid*

15 San Mateo County Planning and Building Division (January 1998)

The amount of residential development currently allowed by existing land use plans in the subregion would create a surplus of approximately 4,800 potential housing units above the number that would be needed to accommodate projected growth in Coastsides jobs by the year 2015.¹⁶ If these housing units are built, and no parallel increase in job growth occurs, the subregion's jobs-housing imbalance will expand and further complicate all other strategies to reduce increases in Coastsides congestion. Therefore, in developing land use policy for the Coastsides, it is crucial for the County to acknowledge the importance of promoting a jobs-housing balance in the subregion by fostering additional job growth while exploring the feasibility of allowing other land uses in areas now zoned exclusively for housing.

In developing land use policy for the Coastsides, it is crucial for the County to acknowledge the importance of promoting a jobs-housing balance by fostering additional job growth while exploring the feasibility of limiting housing growth

ISSUE 2: ECONOMIC VITALITY

AN ECONOMIC DEVELOPMENT STRATEGY FOR THE COAST SUBREGION

Pacifica, the Midcoast and Half Moon Bay together share a common economic asset: the scenic beauty and natural resources of the San Mateo County Coastline. Each community has an individual as well as a collective interest in promoting land uses that both capitalize on and conserve the natural resources and scenic qualities of the entire subregion.

As discussed in the mobility section above, a lack of jobs suitable for the Coastsides's professional workers has led to a

jobs-housing imbalance and increased congestion as residents commute to job sites outside the subregion. The creation of an economic development strategy promoting businesses that provide jobs for the subregion's professional workers has the potential to improve the jobs-housing balance, reduce increases in congestion and stimulate the local economy.

REGIONAL ECONOMIC RECOVERY

CONSTRAINTS AND OPPORTUNITIES FOR THE COAST SUBREGION

The strength of the Bay Area economy and the job growth it has created continues to attract businesses seeking the region's well-educated and entrepreneurial workforce. The impact of the continued economic recovery on the subregion can be viewed in terms of both the constraints on the area's ability to accommodate the growth as well as the potential opportunities such growth presents.

Job growth in the services and high tech manufacturing industries in San Mateo County and adjacent counties translates to increased demands within the subregion for housing and the infrastructure needed to accommodate it. Although existing plans in the subregion allow for substantial residential development over the next 20 years, there are major constraints on the Coastsides's ability to provide the necessary infrastructure—particularly road capacity and water supplies—to adequately serve populations associated with this level of development. In addition, inadequate water supplies are likely to constrain future commercial and industrial development in Moss Beach, Montara and the Half Moon Bay Airport vicinity.¹⁷

Beyond infrastructure constraints, the Coastsides is characterized by a number of

¹⁶ *ibid*

¹⁷ Citizens Utility Company, the water provider serving Midcoast communities north of El Granada, currently lacks water capacity for additional development.

unique environmental constraints which, if ignored, could lead to the unnecessary destruction of the coastal resources that provide the very basis for much of the subregion's economic vitality. For example, over 2,000 acres of farmland in the subregion is currently occupied by agricultural operations which in 1997 accounted for a combined average gross production value estimated at \$53.4 million.¹⁸ Converting farmland to non-agricultural development would eliminate a significant coastal resource and reduce the Coastsides agricultural productivity. In addition, such loss of farmland would also alter the rural character of the subregion, itself a fundamental element of the Coastsides economy.

State Coastal Act policies require that development not have significant adverse effects on coastal resources either individually or cumulatively.¹⁹ Hence, an economic development strategy must consider the Coastsides carrying capacity, or ability to accommodate growth and development within limits defined by natural resource capabilities.

At the same time, opportunities created by the region's economic recovery are exemplified by proposed strategies to develop new businesses within the subregion. Creating quality local jobs appropriate for the Coastsides professional workers will foster a jobs-housing balance, enabling residents to work closer to where they live. Fewer commute trips outside the subregion will reduce increases in congestion and improve economic productivity both locally and throughout the County.

HALF MOON BAY'S ECONOMIC AND BUSINESS DEVELOPMENT STRATEGY

OPPORTUNITIES FOR SUBREGIONAL APPLICATIONS

The recent *Economic and Business Development Strategy Report* commissioned by the City of Half Moon Bay analyzes opportunities created by the regional economy to develop a local job market in Half Moon Bay that can also be applied to the subregion as a whole. As in Half Moon Bay, the creation of quality jobs for workers in Midcoast communities and in Pacifica may be one of the most critical elements of any long-range Coastsides economic development strategy.

By applying the strategies outlined in the Half Moon Bay Report to the subregion, significant opportunities emerge to develop the coastal economy given the demand among small high tech firms in the surrounding region for highly skilled workers and the need for medium sized office space and light manufacturing facilities.²⁰ Capitalizing on the existing entrepreneurial talent within the subregion to promote indigenous business development and expansion, together with strategic attraction of businesses from outside the area, could lead to the creation of a job market suitable for the Coastsides professional workers.²¹

BALANCING BUSINESS DEVELOPMENT WITH OTHER ECONOMIC SECTORS

A finite supply of developable land and limited water and transportation capacity will require communities to evaluate the public revenue generating capacity of various land use scenarios to identify the

¹⁸ Average gross production values provided by the San Mateo County Agricultural Commissioner do not account for expenses such as irrigation costs, fertilizers, pesticides, salaries, transportation, packaging etc. which would need to be deducted to obtain an actual value per acre to the grower.

¹⁹ Cumulative impacts are the combined effects of a series of development activities or natural effects. Although an individual project may not greatly affect the natural or human environment, the cumulative impacts created by many different projects over time may significantly alter these environments.

²⁰ *Half Moon Bay Preliminary Economic and Business Development Strategy* (12/97)

²¹ *ibid*

most desirable mix of residential, commercial, light industrial, retail and visitor serving development. In addition, a review of land use policies and zoning ordinances may be necessary to determine the feasibility of locating new commercial and industrial facilities in the subregion.

ISSUE 3: NATURAL RESOURCE PROTECTION AND MANAGEMENT

Covering approximately 60 square miles, the subregion contains roughly 22 miles of coastline and vast amounts of publicly and privately held open space. Given its proximity to a large metropolitan population rapidly approaching seven million people, the subregion represents a unique recreational resource of regional significance to the Bay Area and the state.

LOCAL PRESERVATION EFFORTS

A survey of existing open space lands recently completed by the Greenbelt Alliance indicates that over the next 30 years as many as 570,000 acres may be subdivided and developed throughout the Bay Area including over 3,000 acres within the Coastsides Subregion.²² Four private, nonprofit land trusts have formed in recent years and are coordinating their efforts with regional land trusts, open space districts and state and federal resource agencies to acquire and protect the subregion's diminishing agricultural and open space lands.

Funding for open space protection within the subregion is being pursued through a variety of strategies including expansion of the boundaries of both the Midpeninsula Open Space District and the

Golden Gate National Recreation Area. Efforts to obtain additional state and federal funds are also being actively pursued. These efforts represent the most promising attempt in over a decade to secure public support and funding for the acquisition and preservation of open space within the subregion.

THE CALIFORNIA COASTAL TRAIL

The California Coastal Trail is envisioned as a contiguous trail system linking coastal recreation and shoreline access points along the state's 1,100-mile coastline while providing walkers, hikers, and bicyclists with an alternative to vehicular travel to and along the coastline. Within the subregion, shoreline recreation and access policies encourage the development blufftop vista points, beach access stairways, and related access support facilities such as parking and signage. However, while areas of the subregion benefit from Coastal Trail and related access facilities, much of the shoreline and blufftop land along the Coastsides designated for public shoreline access lacks the suggested access improvements.²³

Much of the shoreline and blufftop land designated for public access lacks the suggested improvements

The implementation of shoreline access policies in areas of the subregion has been hampered by a variety of factors: a lack of public funding, limited private development that might be required to provide public access and to fund improvements, and recent court rulings restricting

local government's ability to exact public access benefits from private development.

State and local governments administer shoreline access policies by ensuring that individual development proposals include some provision for public shoreline access. However, while regulatory practices have in

²² *At Risk: The Bay Area Greenbelt* (Greenbelt Alliance, 1998)

²³ Based on field observations and interviews with John Hernandez, San Mateo County Trails Advisory Committee (10/97)

some cases increased shoreline access, in other cases, private development has diminished coastal recreation opportunities. Numerous offers to dedicate public trail easements, intended to mitigate a project's impacts on public access, have remained unaccepted and unavailable for public use, further reducing public shoreline access.

While LCP policies direct local and State agencies to coordinate their efforts in implementing shoreline access policies, there is no mechanism to facilitate the communication required to achieve the

recommended coordination. Although the State Department of Parks and Recreation is encouraged to assume the major responsibility for the acquisition, development, and maintenance of public shoreline access, a process for implementing the access improvements outlined in the local coastal programs is needed. In addition, coordination between agency departments within the subregion needs to be enhanced to implement shoreline access improvements on land and easements owned by the local jurisdictions.



RECOMMENDATIONS

ISSUE 1: MOBILITY

1. RIDESHARING

The governments in the subregion will develop and implement strategies to encourage ridesharing through the following actions:

- Coordinate with Caltrans and Samtrans to establish park and ride lots at the intersection of Highways 1 and 92 in Half Moon Bay and at the Princeton Harbor or Half Moon Bay Airport through the leasing of available parking lot space.
- Seek state transportation funds to fund park and ride facility development.
- Request that MTSMA coordinate with other transportation agencies to establish car or vanpool service for interested commuters identified in the recent SamTrans survey.
- Request that MTSMA evaluate the feasibility of providing Coastside commuters with longer-range vanpool service to worksites in Santa Clara County.
- Support efforts by MTSMA and RIDES for Bay Area Commuters to identify and target Bayside firms employing 50 or more Coastside residents for the promotion of the rideshare programs and services.
- Request that Samtrans evaluate further the feasibility of providing commuter bus or shuttle service between the Coastside and Peninsula rail stations.
- Investigate the feasibility of establishing private shuttle service between the subregion and San Francisco and San Jose Airports.

2. NON-VEHICULAR TRANSPORTATION

Promote non-vehicular transportation alternatives in the subregion including walking and bicycling.

3. TELECOMMUTING

The governments in the subregion will encourage telecommuting:

- Request that MTSMA (1) identify Bayside firms employing 50 or more Coastside residents, and (2) promote the agency's telecommute programs and services to those identified firms.

4. LAND USE CHANGES

The governments in the subregion will promote changes in land use policies to improve mobility through the following actions:

- To improve the subregion's jobs-housing balance, evaluate opportunities to amend land use and zoning regulations to accommodate additional commercial and industrial development.
- Evaluate the feasibility of allowing other land uses in areas currently zoned exclusively for housing.
- Consider revising land use planning policies to require a balance between job and housing growth.



RECOMMENDATIONS

ISSUE 2:

ECONOMIC VITALITY

1. NEW BUSINESS DEVELOPMENT

The governments in the subregion will encourage new business development and job creation within the subregion through the following actions:

- a. Develop an economic development plan and strategy for the subregion with representatives from city and county government, business, social and environmental associations.
- b. Establish a new enterprise development program for the subregion to encourage local residents to start new businesses or expand existing ones and to attract individuals residing outside the area to move to the subregion and start a new business.
- c. Work with the San Mateo County Economic Development Association to create a new business enterprise program for the Coastsides and include the subregion in future County economic planning efforts.

2. LAND USE STRATEGIES

The governments in the subregion will develop land use strategies to accommodate new business development through the following actions:

- a. Evaluate the revenue generating potential of various land uses and options for locating those uses within the subregion.
- b. Identify vacant land within the subregion potentially suitable for commercial and industrial uses.
- c. Consider changes in land use designations and zoning regulations to allow commercial and industrial uses consistent with state Coastal Act policies.



RECOMMENDATIONS

ISSUE 3: NATURAL RESOURCE PROTECTION

1. PROTECTING OPEN SPACE

The governments in the subregion will protect existing open space lands and acquire additional lands through the following actions:

- a. Pursue all methods for preserving existing open space and acquiring additional land for parks and open space preserves.
- b. Evaluate the feasibility of implementing the open space funding, management and regulatory techniques and strategies described in Appendix A.

2. COASTAL TRAIL AND SHORELINE ACCESS DEVELOPMENT

The governments in the subregion will implement local coastal program shoreline access policies through the following actions:

- a. Facilitate better communication and coordination between local government departments within the subregion and between local and State agencies responsible for shoreline access and recreation facility development.
- b. Establish a formal system of information exchange between departments within the subregion and with State agencies to improve the implementation of shoreline access policies.
- c. To the extent allowed by law, develop strategies to preserve existing informal public trails and improve shoreline access facilities in the future.
- d. Actively pursue funding sources to develop coastal recreation and shoreline access facility improvements.
- e. Where deemed necessary and appropriate, accept existing offers to dedicate (OTD) coastal access to protect the public's right to access these shoreline areas.
- f. Target the rights-of-way on public streets ending at sandy beach or blufftop areas for the development of vista point and vertical shoreline access facilities including signage, benches and accessways.
- g. Designate the County Parks and Recreation Commission to conduct a review of beach access and support facilities. Use the data collected to establish priorities for the expenditure of public funds for the development of coastal recreation facilities within the subregion.



INTRODUCTION

LOCATION

The Coastside Subregional Planning Project area is situated entirely within San Mateo County, covers a large portion of the coast range of the San Francisco Peninsula, and extends some 22 miles down the County's 55-mile coastline. Approximately 60 square miles in size, the area is defined at its northern boundary by the City of Pacifica, and at its southern boundary by the City of Half Moon Bay. The unincorporated Midcoast communities of Montara, Moss Beach, Princeton, El Granada and Miramar are situated between the two cities. The area's western edge is defined by the shoreline of the Pacific Ocean and the eastern edge by Skyline Ridge on the crest of the Santa Cruz Mountains, separating the County into two distinct regions, the Coastside and the Bayside. The northern spur of the Santa Cruz Mountain range ends at San Pedro and Montara Mountains, where steep, rugged terrain descends nearly two thousand feet to the Pacific Ocean. This mountainous terrain provides a natural barrier between Pacifica and the Midcoast where gently sloping foothills eventually give way to the nearly level coastal terraces of Half Moon Bay.

HISTORIC GROWTH PATTERNS

While the level lands along the Bayside provided land speculators and industrialists with safe and easy access down the Peninsula via the San Francisco-San Jose Railroad beginning in the late 1800s, the geographic barriers of the Santa Cruz Mountains severely restricted access to and development of the Coastside. As a result, the area remained primarily agricultural until the

period following the San Francisco earthquake of 1906.

The construction of the Ocean Shore Railroad at the turn of the century temporarily linked San Francisco with the Coastside and briefly stimulated development of several small residential communities. Following the 1906 earthquake, real estate speculators subdivided much of the

Following the 1906 earthquake, real estate speculators subdivided much of the Midcoast into small 25-foot wide lots and advertised the region as a safe alternative to San Francisco

Midcoast into small 25-foot wide lots and advertised the region as a safe alternative to San Francisco. However, little development actually took place during this period as San Francisco quickly rebuilt itself while engineering problems (compounded by the geologic havoc created by the earthquake) forced the Ocean Shore Railroad into bankruptcy. The failure of the railroad severely impacted the seasonal development that had taken place along the Midcoast and effectively precluded the level of development originally planned.

Following World War II, Pacifica experienced rapid residential development, which continued into the 1970s, establishing the City as a major bedroom community for thousands of workers commuting to San Francisco, the industrial areas to the south, and the nearby San Francisco Airport. During this period, the level of development along the Midcoast and in Half Moon Bay remained comparatively low for many of the same reasons that have hindered rapid development of these areas more recently: restricted and unreliable access and lack of available water and sewer utilities. Nonetheless, despite limited road and utility capacity, the decline of buildable land on the Bayside beginning in the early 1970s led to new residential development of the numerous vacant subdivided lots in Half Moon Bay and

the Midcoast. Today, planned expansion of sewer and water services in Half Moon Bay and the Midcoast are expected to accommodate significant increases in the area's population over the next 20 years.

HOUSING AND POPULATION

As of 1995, the total population within the subregion was roughly 61,000 residents, with Pacifica's population of 39,000 accounting for nearly two thirds of the total. In 1995 the Midcoast communities had 11,500 residents, and Half Moon Bay had 10,100. Nearly one out of ten San Mateo County residents lives within the boundaries of the subregion. In 1995 the subregion contained approximately 21,000 households with roughly 13,500 units located in Pacifica, 4,000 units in the Midcoast, and 3,500 in Half Moon Bay.²⁴

Based on ABAG projections for the period 2000 to 2020, total population in the subregion is projected to reach 80,000 residents. Populations in the Midcoast and Half Moon Bay combined are expected increase 50 percent during this period and lead all other cities in the County but one (City of Brisbane) in net population growth, net household growth, and net increase in the number of employed residents. (See Table A at right.) Between 2000 and 2020, four out of five additional residents settling in the subregion will live in either Half Moon Bay or the Midcoast. In contrast, Pacifica's population is projected to remain nearly stable during this same period with only a three percent growth rate.

LAND USE

The predominant land use in the developed area of the subregion is single family residential with limited multi-unit, apartment and mobile home development, except in areas of northern Pacifica where more concentrated multi-family unit development also exists. Retail commercial and

TABLE A

Projected Population and Household Growth San Mateo County: 2000-2020

	Population	Households	Employed Residents
Half Moon Bay	52%	53%	60%
Brisbane	49%	50%	63%
Midcoast	47%	49%	56%
E. Palo Alto	24%	29%	32%
Colma	17%	19%	33%
S. San Francisco	14%	16%	21%
Foster City	10%	12%	15%
Woodside	9%	9%	18%
Portola Valley	9%	9%	8%
San Mateo	8%	8%	13%
Daly City	7%	8%	13%
Redwood City	7%	8%	14%
San Carlos	7%	8%	14%
Burlingame	6%	7%	6%
Millbrae	5%	7%	19%
Pacifica	3%	5%	9%
County Average	17%	19%	25%

Source: ABAG Projections '98

visitor-serving commercial uses are primarily concentrated along the Highway 1 corridor and in Half Moon Bay's downtown district. Within the Midcoast, the Pillar Point Harbor and adjacent Miramar area contain a variety of restaurant and lodging facilities. The main industrial areas are situated in the Midcoast at the Half Moon Bay Airport and in Princeton where boat yards and other marine-related and storage activities support the fishing operations of the Pillar Point Harbor. Much of the remaining land is used for public recreation or open space and for agricultural operations.

²⁴ ABAG Projections '98

ROAD NETWORK

Highway 1 runs the entire length of the project area and is the primary roadway linking communities within the subregion. Northeast of Pacifica, Highway 1 turns inland and intersects Interstate 280 providing commuters with access to major employment centers in San Francisco and the northern Peninsula. At the southern end of the subregion in Half Moon Bay, Highway 92 provides the primary lateral access between Highway 1 and Interstate 280 and is the main route used by weekday commuters to the Bayside and daily visitors to the Coastsides. To protect ocean and scenic views, Highways 1 and 92 are designated County Scenic Corridors outside the city limits of Half Moon Bay and Pacifica.

For several decades a rugged stretch of Highway 1 between Pacifica and the Midcoast known as Devil's Slide has dramatically affected local communities as a result of the roadway's repeated failure and consequent closings. The most recent extended closure of Highway 1 at Devil's Slide occurred in the winter of 1994-95 and effectively cut off the only link between Pacifica and the rest of the subregion for over six months. The closure created substantial economic hardship for many Coastsides businesses, dramatically increased congestion within the subregion, and divided residents over what might be the best solution for permanently repairing the road. Ultimately, voters chose a tunnel as the best alternative. Today community activists,

elected officials and transportation planners are working together to obtain the required permits and funding to get the tunnel built. In the meantime, road closures at Devil's

Slide continue to disrupt mobility along Highway 1.

On Highway 92, the completion of an uphill slow vehicle lane between Half Moon Bay and Skyline Boulevard is expected to provide drivers with improved mobility at a level that is deemed acceptable by standards established in the San Mateo County Local Coastal Program.²⁵ However, should traffic conditions further degrade

in the future, additional widening could be considered.

Between 2000 and 2020, four out of five additional residents settling in the subregion will live in either Half Moon Bay or the Midcoast

LAND USE REGULATORY FRAMEWORK

With the exception of the lands east of Highway 1 in Pacifica, all of the urban area and much of the rural land within the subregion falls within the Coastal Zone as defined in the California Coastal Act of 1976. As a result, almost all land use is guided by state Coastal Act policies implemented by local governments through their respective Local Coastal Program (LCP) Land Use Plans. Similar to a general plan, an LCP is a comprehensive, long-term plan for land use and physical development in coastal areas consistent with Coastal Act policies. Pacifica, the Midcoast and Half Moon Bay are governed by separate LCPs, each already certified as conforming with the Coastal Act. General plan policies also address coastal development in Pacifica and the Midcoast.



²⁵ Policy 2.49, Desired Level of Service, *San Mateo County Local Coastal Program* (1992)

ISSUE 1: MOBILITY

The natural barriers formed by the Santa Cruz Mountains have historically hindered the construction of safe and convenient access to the Coastside south of Pacifica. While Pacifica and the more accessible communities along the San Francisco Peninsula experienced rapid residential development during the housing boom following World War II, the more isolated Half Moon Bay and Midcoast areas have seen a much slower rate of growth. Today, Pacifica's population of 40,000 is nearly twice the size of Half Moon Bay and Midcoast populations combined.

With limited utility services and protective coastal planning policies, access to the Coastside south of Pacifica has been constrained by the confined capacity of Highways 1 and 92, both two-lane roads that cross the steep terrain of the Santa Cruz Mountains. The relatively slow pace of development along the coast south of Pacifica has, until recently, minimized congestion on the two roads leading into and out of the area.

CONGESTION LEVELS

Between 1995 and 1996 San Mateo County experienced a 125% increase in congestion, a rate more than double any other county in the Bay Area.²⁶ According to the 1995 San Mateo County Congestion Management Plan, the subregion currently suffers from some of the worst peak-hour congestion in the County.²⁷ More recent data in the June 1997 *San Mateo County Transportation Plan (CTP): Alternatives Report* indicates that by 2010 Highways 1 and 92 will

operate at the lowest level of service (LOS F) during peak commute times and that the maximum foreseeable public investments in highway and transit improvements will not be able to prevent congestion in the subregion from getting even worse.²⁸ In addition, planned improvements in mass transit systems including Caltrain and BART do not by themselves offer significant reductions in peak hour congestion Countywide and are even less effective within the subregion

given the area's geography and remote location, particularly in Half Moon Bay and the Midcoast.²⁹

In addition to limited road capacity, other factors contributing to current and projected increases in congestion include a jobs-housing imbalance, limited access to transit, and a strong preference for driving alone to work.

THE JOBS-HOUSING IMBALANCE

The pursuit of a numerical balance or ideal ratio between a region's job growth and housing development is widely accepted as an essential land use objective that can reduce increases in congestion and enhance mobility. Residents living near their workplace are able to avoid commuting long distances on the region's already congested roadways. Yet, according to 1990 Census figures, nine out of ten employed residents within the Midcoast communities and Pacifica commute to worksites outside the community they live in. Over one third of them commute to worksites located outside

*Nine out of ten
employed residents
of Midcoast
communities and
Pacifica commute
to worksites outside
their communities*

26 Highway Congestion Monitoring Report, California Department of Transportation (1996)

27 Table H-1, Roadway Segments Level of Service and Standards, San Mateo County Congestion Management Program (1995)

28 Exhibit 12.14, San Mateo County Transportation Plan: Alternatives Report (June 1997)

29 Exhibit 1.25, San Mateo County Transportation Plan: Alternatives Report (June 1997)

San Mateo County.³⁰ The exception is Half Moon Bay, where nearly four of every ten employed residents work in the City.

A recent ABAG report reveals that between 1995 and 1997 the net increase in job growth throughout San Mateo County exceeded housing growth by a ratio of nearly 8 to 1.³¹ By the year 2020 net job growth is projected to outpace net housing growth by more than a 2 to 1 ratio.³² The Countywide imbalance between job and housing growth poses a significant obstacle to efforts aimed at relieving the region's congestion.

While the County's projected job growth exceeds housing growth, within the Coastsidesubregion, the opposite is true. Recent ABAG projections for the subregion indicate that new housing construction and associated increases in the number of employed residents will continue to outpace growth in new jobs. (See Table B below.)

While projections for the period from

Between 2000 and 2020, Midcoast communities and Half Moon Bay together are projected to experience a 50 percent increase in housing growth—the highest rates of housing growth in the County

2000 to 2020 show Pacifica with a small 5 percent increase in household growth, the Midcoast communities and Half Moon Bay will together experience a 50 percent increase in housing growth—the highest rate of housing growth in the County.³³ During the same 20-year period, job growth within the subregion is projected to average just

20 percent.³⁴ As with the projected Countywide growth trends, the imbalance in job and housing growth projected for the subregion represents a fundamental obstacle to any comprehensive strategy to address the Coastsides' growing congestion problem.

COMMUTE ALTERNATIVES

Convenient fixed-rail transit service such as BART or Caltrain is not readily available to commuters south of Pacifica due to the area's geography and remote location. Remaining commute alternatives include telecommuting, bus service, ridesharing or driving alone.

Interviews with transportation managers at several large Bayside high tech firms and with staff at the region's transportation systems management agency—Multi-City Transportation Systems Management Agency (MTSMA)—indicate that very few workers will telecommute on a regular basis in the foreseeable future.³⁵ Aside from bus service between Pacifica and downtown San Francisco, commuter bus service in the

TABLE B

Projected Demographic Change in Coast Subregion: 2000-2020

	Jobs	Households	Employed Residents
Half Moon Bay	630	2,170	4,100
Midcoast	410	1,990	3,900
Pacifica	790	710	2,200
TOTAL	1,830	4,870	10,200

Source: ABAG Projections '98

30 Journey-to-Work in the San Francisco Bay Area: 1990 Census Transportation Planning Package, Working Paper #5, Metropolitan Transportation Commission (4/93)

31 Bay Area Futures: Where Will We Live and Work?, ABAG (11/97)

32 ABAG Projections '98

33 ABAG Projections '98 indicate an additional 4,870 housing units will be built in the subregion between the year 2000 and 2020 including 2,170 units in Half Moon Bay, 1,990 units in the Midcoast and 710 units in Pacifica.

34 ABAG job growth projections for the subregion between the year 2000 and 2020 show a total of 1,830 additional jobs including 790 jobs in Pacifica, 410 jobs in the Midcoast and 630 jobs in Half Moon Bay.

35 Based on interviews with transportation managers at Oracle, Genentech, and Franklin and staff at the Multi-City Transportation Systems Management Agency (MTSMA).

subregion is very limited. According to rideshare coordinators who have attempted to establish Coastside car and vanpools, coast commuters as a group have demonstrated an exceptionally strong reluctance to give up their cars compared to commuters in other regions.³⁶ The empty park and ride lots temporarily established during the closure of Highway 1 at Devil's Slide and the resulting congestion it created is testament to the level of local resistance to the rideshare option, even in gridlock conditions.

COMMUTE PATTERNS

1990 Census data reveals that three out of four commuters living in the subregion drives alone to work while the others either carpool (15%) or take transit (4%). Countywide projections indicate the preference for driving alone to work will continue well into the future as commute patterns shift further away from jobs concentrated in San Francisco, which are well served by transit, to widely-dispersed job sites in San Mateo and Santa Clara Counties and the East Bay, where transit service is limited.³⁷ By the year 2010, Countywide projections indicate that nine out of ten commuters will continue to drive to work.³⁸

Growing car and truck emissions further degrade air quality, threaten public well-being and pollute the natural environment while adding to the health care costs associated with breathing dirty air. The economic impact in lost productivity and wasted resources due to congestion in the nine-county Bay Area is estimated to be \$3.5 billion annually.³⁹ Public concern with increased congestion and its associated impacts on public health, the economy and

the natural environment has motivated elected officials and transportation planners to evaluate a variety of strategies for addressing congestion using a comprehensive and multi-faceted approach.

TOOLS AND STRATEGIES TO ADDRESS CONGESTION

The City/County Association of Governments (C/CAG) serves as the Congestion Management Agency (CMA) for San Mateo County. C/CAG is comprised of representatives from each of the city councils in the County, three members of the Board of Supervisors and six nongovernmental members appointed by a committee from the

Council of Mayors and Board of Supervisors. C/CAG is required by state law to prepare and adopt a Congestion Management Program (CMP) every two years to alleviate or control projected increases in roadway congestion. The Trip Reduction & Travel Demand Element of the CMP promotes the use of alternative transportation modes and ways to reduce future travel demand.

Improving the County's jobs-housing balance and implementing travel demand management strategies such as ridesharing and transit are specific strategies for attaining the objectives of the CMP.⁴⁰

The CMP also contains a Traffic Level of Service (LOS) Standard Element, a qualitative term used to describe a roadway's operating condition. The level of service of a road is designated by a letter ranging from A to F, with LOS A representing free flow conditions with little or no delay and LOS F representing completely jammed conditions with excessive delays. In recent years, levels of service on key segments of the

By 2010, segments of Highways 1 and 92 are projected to be characterized by heavy congestion and stop-and-go traffic during peak hours

36 Conversation with staff at RIDES for Bay Area Commuters and MTSMA.

37 Page 5-2, *San Mateo County Congestion Management Program* (1995)

38 Exhibit 1.25, *San Mateo County Transportation Plan: Alternatives Report* (June 1997)

39 *Transportation Action Plan*, Bay Area Council (5/97)

40 Page 5-5, Trip Reduction/Travel Demand Element, *San Mateo County Congestion Management Program* (1995)

subregion's two primary roads have been operating at LOS E, characterized by rapidly fluctuating speeds and flow rates, low maneuverability and low driver comfort.⁴¹ By 2010 or sooner however, segments of Highways 1 and 92 are projected to be at LOS F during peak commute periods characterized by heavily congested and stop-and-go traffic flows.⁴²

The purpose of the Trip Reduction & Travel Demand Element of the CMP is to describe ongoing efforts to reduce congestion including promoting the use of travel modes other than the single-occupant automobile. The transportation management programs described in detail below represent the primary techniques for reducing the projected increases in congestion both Countywide and within the subregion.

TDM/TSM PROGRAMS

Measures that reduce the number of vehicle trips or vehicle miles traveled on the roadway system are referred to as Transportation Demand Management (TDM) measures and include such techniques as ridesharing (car and vanpools), telecommuting, transit, and non-vehicular transportation modes including walking and bicycling. County long-range land use planning facilitating a jobs-housing balance is also defined in the CMP as a TDM technique. Measures that improve the efficiency of the roadway system are referred to as Transportation Systems Management (TSM) measures and include signal synchronization, ramp metering, high occupancy vehicle (HOV) lanes, park and ride lots, and rapid accident removal service. At the local level, the Multi-City TSM Agency (MTSMA) oversees many of the TDM measures while TSM programs are generally managed by state and regional agencies including the California Department of Transportation

(Caltrans) and the Metropolitan Transportation Commission (MTC).⁴³

TDM PROGRAMS

MTSMA was formed in 1991 to coordinate TSM efforts among the eight cities in northern San Mateo County including the cities of Pacifica and Half Moon Bay. Although the unincorporated Midcoast communities are not served by a specific TSM Agency, MTSMA programs serve residents from those communities. MTSMA's mission is to reduce traffic congestion and improve air quality by reducing automobile commute trips. MTSMA offers TDM programs to employers and the community and acts as a key resource for other public agencies and the private sector in facilitating alternative transportation programs. A summary of the primary MTSMA programs operating within the subregion is described below.

Ridesharing

A joint program with RIDES for Bay Area Commuters through a \$500,000 grant from the Regional Air Quality Management District, the "SMARTPool" van service was created as a demonstration/pilot program primarily serving Coastsides commuters to destinations outside the area using vans fueled by compressed natural gas. The purpose of the program has been to demonstrate how vanpooling can serve a medium-distance commute market and reduce drive-alone trips. Also, using clean fuel vans serves to keep fares lower due to lower maintenance and fuel costs while aiding in efforts to reduce air pollution.

In 1997 four vans served Coastsides commuters, but a chronic lack of ridership has recently forced MTSMA to redirect one of the four vans outside the region that formerly served Half Moon Bay commuters to Foster City. The three remaining vans—two serving Midcoast and Pacifica commut-

41 Table H-1, Roadway Segments Level of Service and Standards, *San Mateo County Congestion Management Program* (1995)

42 Exhibit 12.14, *San Mateo County Transportation Plan: Alternatives Report*, (June 1997)

43 It should be noted that the term TSM is oftentimes used as a catchall for all TDM and TSM measures.

ers to San Francisco and one taking Half Moon Bay farm laborers to Pescadero—will continue in 1998. Later this year MTSMA will transfer ownership of the vans to RIDES for Bay Area Commuters who will continue to manage the vanpool service although their long-range operation in the subregion remains uncertain.

Non-Vehicular Modes

TDM programs promote non-vehicular transportation modes, particularly bicycling and walking. These modes offer clean, healthful and low-cost commuting alternatives that can be made more attractive by providing the necessary facilities for safe and secure access, e.g. rights-of-way that are clearly marked, free of debris and safe. These modes can also be encouraged by providing changing areas and showers at employment sites and by promotional materials, including brochures and maps.

Telecommuting

MTSMA offers businesses resources to test the telecommuting option and is available to assist those interested in setting up a telecommunications program. In May 1996, MTSMA and the City of Pacifica sponsored a six-month telecommuting pilot project with ten individuals who lived and/or worked in Pacifica. The primary objective of the project was to confirm that telecommuting is a viable commute alternative as well as a productive workstyle option for employers.

Guaranteed Ride Home

At participating businesses, Coastside employees using public transit to work are assured they have a ride home when their transit option is unexpectedly eliminated, with employers and MTSMA agreeing to split the cost of either a cab ride or rental car.

ETC Hot Spots Congestion Task Force

Active employers join MTSMA to identify strategies to alleviate traffic woes on four highly congested roadways in four cities including Pacifica. A new ETC project

targeting congestion along Highway 101 on the Peninsula is planned for later this year.

COUNTYWIDE TRANSIT INCENTIVES CAMPAIGN

This program introduces new employees to their transit options before they get into the drive alone habit. Employees have the option of selecting tickets for Caltrain, BART or SamTrans.

MTSMA'S "BETTER WAY" VIDEO

The video introduces viewers to commuters using alternatives to see firsthand how carpooling, riding transit and biking to work can save them time, money, increase their quality of life and reduce congestion.

BUS SERVICE

In addition to the alternative transportation programs and services provided through MTSMA, the San Mateo County Transit Authority (SamTrans), operates bus service Countywide including 11 routes within the subregion. Commute service from a park and ride lot in Pacifica to the two BART stations in Colma and Daly City provides transit users with access to downtown San Francisco while neighborhood routes offer Pacifica residents service within the City and to shopping centers in Daly City and San Bruno. Peak service to the United Airlines Maintenance Base at the San Francisco airport provides Pacifica airport employees with a transit option.

In Half Moon Bay, local off-peak hour bus service provides mid-day access over Highway 92 to the Bayside City of San Mateo with stops at the community college, Hillsdale Shopping Center and the downtown district. However, no commute hour service is available on Highway 92. Commuters to San Francisco are served by a route from Half Moon Bay to Pacifica where riders transfer for commuter service to BART and downtown San Francisco.

SamTrans is currently conducting a study of bus service within its district and is considering recommendations to eliminate

or consolidate one or more of the routes described above. While staff is recommending that service within the subregion not be eliminated, a final decision will be made by the SamTrans Board of Directors later this year.

In response to commuter frustration with increasing levels of morning congestion on Highway 92 due to road construction and truck traffic, SamTrans recently conducted a mail survey of Coastsides residents to determine the feasibility of establishing commuter shuttles along Highway 92 to worksites outside the subregion. The survey results identified concentrations of commuters in El Granada and Half Moon Bay interested in shuttle service, and it appears likely that these individuals will be contacted sometime later this year in an effort to provide them with a rideshare alternative.⁴⁴

TSM PROGRAMS

The transportation system management (TSM) programs available throughout the Bay Area include signal synchronization, ramp metering, HOV lanes, rapid accident removal service and park and ride lot facilities. However, due to the project area's remote geographical location, limited population and predominant two-lane road system, the only TSM program currently being implemented in the subregion is the presence of the park and ride lots in Pacifica and Half Moon Bay. No other TSM programs currently exist within the subregion.

PARK & RIDE LOTS

Today there are three park and ride lots within the area, including two situated less than a mile apart along Highway 1 in Pacifica at Linda Mar Boulevard and Crespi Drive. The Linda Mar facility serves as the primary hub for commute bus service to BART and downtown San Francisco. Half Moon Bay has a facility at the Strawflower Village Shopping Center.

SIGNAL SYNCHRONIZATION

Signal synchronization enables traffic flows to move more efficiently by coordinating the timing of traffic signals in an area. While not currently used in subregion, Half Moon Bay is now evaluating the feasibility of implementing signal synchronization in the future.

RAPID ACCIDENT REMOVAL

Sponsored by the MTC Service Authority for Freeways and Expressways (SAFE), Caltrans and the CHP, the Freeway Service Patrol is a network of 50 tow truck drivers who patrol 235 miles of Bay Area freeways quickly clearing accidents and other incidents which contribute to the region's congestion. The program is funded through federal, state and local monies, including a \$1 annual vehicle registration fee, and covers selected routes based on several factors, including population, traffic volumes and congestion. The program only serves four-lane or wider freeways. Based on the existing criteria for inclusion in the service sponsored by MTC, the subregion's predominant two-lane road system and population size precludes the Coastsides from being served by the program.

IMPLEMENTATION OF TDM AND TSM PROGRAMS

POLICY FRAMEWORK

While the implementation of such transportation management techniques as rapid accident removal, traffic synchronization, ramp metering, or HOV lanes may not be feasible in the subregion for the foreseeable future, existing County planning policies encourage the use of other techniques on the Coastsides.

San Mateo County Local Coastal Program (LCP) policies address alternate forms of transportation within the subregion including transit and ridesharing and, with

⁴⁴ The survey identified 555 Coastsides commuters interested in shuttle service including 166 in El Granada and 116 in the Ocean Colony community of Half Moon Bay.

regional policies contained in the Countywide CMP and CTP, provide the policy framework for implementing TDM services along the Coastsides.⁴⁵

For example, County policies encourage coordination with SamTrans in gaining use of or developing a park and ride facility near the intersection of Highways 1 and 92 in Half Moon Bay. SamTrans is also encouraged to run express buses between Coastsides park and ride facilities and the Bayside during peak weekday commuter periods. On weekends, County policies suggest using the park and ride facilities for parking by visitors who could then walk, bike, or take a bus to shoreline recreation points. County CMP and CTP policies also contain strategies for increasing alternative forms of transportation through transportation management techniques aimed at reducing congestion throughout the county as well as in the subregion.

VANPOOLS

Coastsides commuters are not unlike most commuters throughout the Bay Area where, despite dramatic increases in congestion in recent years, interest in vanpooling has remained stagnant for the past decade.⁴⁶

While only 12 daily riders are needed to maintain one viable vanpool, MTSMA and private sector transportation coordinators note that recruiting those riders typically requires working from a pool of 24–36 interested commuters. Despite extensive efforts to encourage commuter interest in vanpooling among Coastsides residents, with just three exceptions to date, the critical mass of riders required to expand vanpool service has not yet been recruited. For example, in an extensive employee outreach

effort at Genentech in South San Francisco, of the roughly 200 Genentech employees living in the subregion, less than 10 expressed interest in ridesharing, not enough even to fill one vanpool.⁴⁷

In the case of Oracle, where one of every four of its 7,000 employees resides in San Francisco, just one van provides service

to roughly ten employees. Due to fluctuating ridership, a \$100 monthly subsidy provided by Oracle is needed to keep the van in operation.⁴⁸ Within the subregion, a Foster City-based firm supported a vanpool serving

Even in the high-tech telecommunications environment that drives much of the region's business activity, many of the larger employers are foregoing telecommute alternatives

employees from Half Moon Bay with a \$300 monthly subsidy to cover expenses resulting from low ridership. With mounting costs resulting from decreased ridership, after several months in operation, the company decided to cancel the vanpool.

Not only do most Coastsides residents share their disinterest in ridesharing with Bay Area commuters, according to rideshare coordinators, they have historically shown greater levels of independence and resistance to ridesharing compared to other Bay Area commuters. While a recent Samtrans survey of Coastsides commuters indicates that there may yet be a growing interest in vanpooling, until an adequate number of commuters actually commits over the long

⁴⁵ San Mateo County LCP Policies 2.58 (a-d), 2.59 (a-d), and 2.60-2.63 all address commuter transit use. However, the Half Moon Bay and Pacifica LCPs do not contain commuter transit policies.

⁴⁶ Conversation with Dan McCoy, MTSMA.

⁴⁷ Conversation with Rich Booth, Genentech Transportation Manager (11/97)

⁴⁸ Limited employee interest in vanpooling may also be linked to the Oracle policy requiring employees to assume full responsibility for funding the lease on the van as well as the necessary liability insurance.

term to abandon their car in favor of ridesharing, the current situation will prevail.

TELECOMMUTING

Based on telephone interviews with transportation program managers and coordinators at several large Peninsula-based high tech firms, company-driven telecommuting programs remain very limited and are not expected to be expanded in the foreseeable future.⁴⁹ Rather than establish formal, company-wide telecommuting programs, the larger Bayside firms employing coastal residents have instead opted to rely on informal arrangements made directly between managers and their employees. Yet, while thousands of employees at these computer-dependent companies have direct access to the tools that would enable them to telecommute, very few of them does so on any regular basis.⁵⁰ Even in the high-tech telecommunications environment that drives much of the region's business activity, many of the larger employers are choosing to forego telecommute alternatives, preferring instead to maintain daily or regular personal communication with their employees.

PARK AND RIDE LOTS

In 1992, transportation planners at Caltrans and Samtrans considered the potential for constructing formal park and ride sites along the Midcoast and in Half Moon Bay near the intersection of Highways 1 and 92 and at the Princeton Harbor in El Granada. Unfortunately, state funding for the Caltrans park and ride program has steadily decreased since 1992 and has been virtually eliminated as of this year. Similarly, funding at the local level has evaporated with steady budget cuts and changes in state and federal laws.

FUTURE STRATEGIES

VANPOOLS

One strategy for increasing Coastsides participation in ridesharing suggested by MTSMA would entail the promotion of a longer-range vanpool service from the Coastsides to Silicon Valley. While the current MTSMA pilot vanpool program serving mid-range commutes of 15-30 miles has had difficulty recruiting and maintaining adequate ridership, a longer-range commute service of 40-60 miles may be more attractive to Coastsides commuters to the South Bay. Compared to shorter routes previously attempted, longer-range service has the potential to offer drive-alone commuters greater time and costs savings.

In the past several years the rapid expansion of commercial development in and around the Redwood Shores Parkway has contributed to increased levels of congestion along the Highway 101 corridor from San Mateo to

Redwood City. In response, this summer a unified effort by the two regional TSM Agencies operating in the County will establish a joint Hot Spots Congestion Task Force focused on increasing ridesharing among expanding companies along the corridor.

A particular focus will be Oracle, which is currently pursuing plans to add two additional office facilities along the 101 corridor in Belmont. With over 100 Oracle employees currently commuting alone by car from the Coastsides, an opportunity may emerge to provide vanpool service to a portion of those employees and others from the subregion now driving alone to larger Bayside worksites.

With over 100 Oracle employees commuting alone from the Coastsides, an opportunity may emerge to provide vanpool service to these and other employees now driving alone to Bayside worksites

⁴⁹ Based on phone conversations with the following individuals between 10/97 and 1/98: Randy Smith, Facilities Director, Oracle; Dave Steria, Facilities Director, Genentech; Richard Booth, Transportation Program Manager, Genentech; Robin Manley, Transportation Program Coordinator, Oracle; Christine Lewman, Transportation Management Coordinator, Franklin.

⁵⁰ *ibid*

Today, inexpensive door-to-door shuttle service to San Francisco, Oakland and San Jose International Airports is provided by private operations to travelers throughout the Bay Area. Yet, such service to the subregion is not available. Expanding airport shuttle service to the Coastsides has the potential to offer both coastal residents and visitors with a convenient vanpool alternative.

PARK AND RIDE LOTS

With previous budget allocations earmarked directly for park and ride lot development no longer available, transportation planners have been required to identify other funding strategies. Today, funds for park and ride facility development are typically made available through larger transportation improvement projects. State transportation funds are available to local governments through a regional source of discretionary funds set aside each year for “ready-to-go” projects seeking less than \$300,000. Such projects are reviewed each spring for funding the following fiscal year.

One option to the construction of new park and ride lots pursued by Caltrans in recent years involves the leasing of existing parking lot space at shopping centers, churches, and other appropriate locations with convenient access to major transportation corridors. While Caltrans does not pay for the use of the privately-owned parking spaces, they do pay for the liability insurance to cover users of the facility, as well as for necessary signage and stripping, including required handicap access improvements. Most property owners or managers enter into these lease agreements with the expectation that rideshare users will stimulate retail sales or use at their facility.

In Half Moon Bay, the use of parking lot space at the Lucky/Thrifty Shopping Center might provide the convenience needed to motivate Coastsides commuters to consider the rideshare option. Along the Midcoast, space at the Half Moon Bay Airport or the Princeton Harbor might offer weekday commuters a more convenient park and ride location. Caltrans could be encouraged to evaluate opportunities to lease space and establish park and ride facilities at these sites.

NON-VEHICULAR MODES

In concert with ongoing TDM efforts, governments in the subregion should continue to encourage biking, walking, and other alternative transportation modes in the subregion.

TELECOMMUTING

Even though the large high tech firms employing Coastsides residents contacted for this study do not have formal telecommuting programs, the results of MTSMA's Pacifica Pilot Telecommuting Project confirm the viability of telecommuting as both a commute alternative and a productive workstyle option for employers. To overcome the negative perceptions associated with telecommuting and encourage wider acceptance of this transportation alternative, the project's results could be more actively promoted at select workplaces with concentrations of employees now commuting from the subregion

ABAG projections indicate the subregion will likely remain a bedroom community for the increasing number of residents employed outside the subregion

LAND USE REFORM

Current and proposed strategies for addressing San Mateo County's increasing congestion recognize the need for multifaceted approaches that incorporate both the TSM/TDM programs described above as well as changes in land use. As stated in the County Congestion Management Program (CMP), reforming land use policies to im-

prove San Mateo County's jobs-housing balance is a method for achieving the congestion reduction goals of the County TSM Plan.⁵¹ In light of current and projected increases in Coastsides congestion resulting from the factors described above, the land use reforms recommended in the CMP may represent a particularly useful method for addressing congestion in the subregion.

JOBS-HOUSING IMBALANCE

During the 20 year period between 2000 and 2020, ABAG projections reveal that net increases in the number of households will outpace the net increase in job growth by a ratio of over 2 to 1 in Half Moon Bay and the Midcoast.⁵² Pacifica is projected to experience relatively small net increases in both households and total jobs during the same 20-year period, and its existing ratio of three households for every local job is projected to remain unchanged. ABAG projections indicate the subregion will continue to experience a significant jobs-housing imbalance and will likely remain a bedroom community for the increasing number of residents employed in jobs located outside the subregion.

ABAG projections reveal that by the year 2020, the expanding gap between the projected number of households and the number of available jobs on the Coastsides will result in more and more residents commuting to work outside the subregion. By the year 2020, ABAG projections show that of the 8,000 additional employed residents living in Half Moon Bay and the Midcoast, 7,000 of them will work outside the subregion. With three out of four em-

ployed residents in the area currently driving alone to work and likely to continue doing so well into the future, that translates into at least 5,250 additional single-occupant cars on the Coastsides already congested highways.

While projected growth trends on the Coastsides show housing growth outpacing job growth by a 2 to 1 margin between 2000 to 2020, the opposite is projected for the County as a whole as job growth outpaces housing growth by a ratio of nearly 2 to 1.⁵³ A projected shortage of new housing units in Santa Clara County is expected to further increase development pressures in San Mateo County. These trends together result in a projected Countywide deficit of over 10,000 housing units by the year 2010.⁵⁴

In contrast, the amount of residential development currently allowed by existing land use plans in the subregion would create a surplus of approximately 4,800 potential housing units above the number needed to accommodate projected growth in Coastsides jobs through the year 2015.⁵⁵ With the Coastsides representing the only subregion in the County containing a surplus of potential housing units,

the projected shortage of housing in the remainder of the County is likely to place additional development pressure within the subregion to accommodate projected Countywide housing demand.

The 1995 CMP and most recent draft versions of the 1997 CMP and CTP reveal that the most effective strategy for reducing projected increases in congestion is through a combination of improvements to highway and mass transit systems and land use re-

With housing development dramatically outpacing growth in jobs, and with very limited access to mass transit, the subregion is suitable for land use reforms to foster a jobs-housing balance

51 Page 5-5, Trip Reduction/Travel Demand Element, *San Mateo County Congestion Management Program* (1995)

52 ABAG Projections '98

53 *ibid*

54 San Mateo County Planning and Building Division (1/98)

55 *ibid*

forms. One CTP draft policy encourages the location of housing in high employment areas in order to support land uses that increase transit viability while promoting a closer balance between job and housing growth.⁵⁶ With projected housing development dramatically outpacing growth in Coastsides jobs, and very limited access to mass transit, the subregion appears to represent an area suitable for land use reforms designed to foster a jobs-housing balance.

BALANCING JOB AND HOUSING GROWTH

For the past several months, elected officials, planners and community leaders throughout San Mateo County have been discussing strategies for promoting a jobs-housing balance and the location of new housing closer to mass transit systems and major transportation corridors. They are now considering a balanced growth program which, in its current form, would foster a balance between new jobs and housing by monitoring the net number of new jobs and new housing created in each city within the County. Under the program, if a city failed to provide an adequate net increase in housing to accommodate net increases in job growth and did not correct the housing deficiency after a two year grace period, then it could lose its share of state transportation funds.

If approved and adopted for inclusion in the Land Use Element of the County's CMP, the program would formalize a strategy to reform land use policies designed to foster a countywide jobs-housing balance. Yet, as currently envisioned, the proposed balanced growth strategy does not address the Coastsides subregion's unique jobs-housing imbalance where, in contrast to every other subregion in the county, a lack of job growth

is projected to create a substantial surplus in housing. Instead, the program's emphasis is on providing housing in areas experiencing rapid job growth.

CONCLUSION

The subregion currently suffers from some of the worst peak hour congestion in the County and all indications are that Coastsides congestion will be getting even worse despite the planned public investments in highway and transit systems improvements on the Bayside.⁵⁷ If every one of the potential housing units currently allowed by existing local coastal plans is eventually built in the subregion, projections indicate the Coastsides's jobs-housing imbalance will expand and further complicate any comprehensive strategy to minimize increases in Coastsides congestion.

Analysis of transportation management techniques reveals that the most effective strategy for reducing projected increases in congestion throughout the County is through a combination of improvements to highway and mass transit systems and land use reforms. Given the subregion's remote location and limited road expansion capability, a combination of alternative transportation programs including ridesharing and telecommuting should be pursued in tandem with reforms in land use aimed at improving the Coastsides's jobs-housing imbalance through creation of a local job market for its professional residents. In developing land use policy for the Coastsides, it is crucial for the County to acknowledge the importance of promoting a jobs-housing balance in the subregion by fostering additional job growth while considering the feasibility of allowing other land uses in areas currently zoned exclusively for housing.



⁵⁶ CMAQ Subcommittee, Transportation System Goals (10/26/94)

⁵⁷ Exhibit 1.6 of the June 1997 *San Mateo County Transportation Plan: Alternatives Report* indicates that despite a \$3 billion investment in BART and Caltrain improvements and more convenient access to these systems compared to Coastsides commuters, nearly 90 percent of all commuters Countywide will continue to drive to work in the year 2010.

ISSUE 2: ECONOMIC VITALITY

As discussed in the mobility section above, a lack of high-paying jobs suitable for coastal residents has led to a jobs-housing imbalance and increased congestion as workers commute to job sites outside the subregion. The creation of an economic development strategy promoting the development of businesses that can provide jobs for Coastsides professional workers will address what may be the single greatest threat to the sustainable development of the Coastsides; the growing jobs-housing imbalance and the congestion it creates.

REGIONAL ECONOMIC RECOVERY: CONSTRAINTS AND OPPORTUNITIES

The strength of the regional economy and the job growth it has created is driving the Bay Area population boom as the strong recovery from the recession of the early 1990s continues to attract businesses seeking the region's well-educated and entrepreneurial workforce. Between 1990 and 1996 the Bay Area population grew by 355,000 residents making it the ninth fastest growing metropolitan region in the country according to recent U.S. Census figures. By the year 2000, total population in the nine-county Bay Area region is estimated to reach nearly seven million people.⁵⁸ The impact of the region's continued economic recovery on the coast subregion can be viewed in terms of both the constraints

on the area's ability to accommodate the growth as well as the potential opportunities such growth presents.

For example, job growth in the services and high tech manufacturing industries in San Mateo County and adjacent counties translates to increased demands within the subregion for housing and the infrastructure needed to accommodate it. Although existing land use plans in the subregion allow for substantial residential development over the next 20 years, there are major constraints on the Coastsides ability to provide the necessary infrastructure, including road capacity and water, to adequately serve populations associated with this level of development.⁵⁹

In addition to infrastructure constraints such as adequate roads and utilities, the Coastsides is characterized by a number of unique environmental constraints which, if ignored, could lead to the unnecessary destruction of the coastal resources that provide the very basis for much of the

Although existing land use plans allow for substantial residential development, there are major constraints on the Coastsides ability to provide the necessary infrastructure, including road capacity and water

subregion's economic vitality. For example, over 2,000 acres of farmland in the subregion generated a combined average gross production value estimated at \$53.4 million in 1997.⁶⁰ Converting farmland to non-agricultural development would not only reduce the economic productivity of these operations, but would also alter the rural character of the subregion, itself a

fundamental element of the Coastsides economy. To ensure that future development

⁵⁸ ABAG Projections '98

⁵⁹ Current Local Coastal Program buildout figures for the subregion allow nearly 6,000 additional homes to be built between 1995 and 2010.

⁶⁰ Average gross production values provided by the San Mateo County Agricultural Commissioner do not account for expenses such as irrigation costs, fertilizers, pesticides, salaries, transportation, packaging etc. which would need to be deducted to obtain an actual value per acre to the grower.

avoids significant adverse impacts on agriculture and other coastal resources, an economic development strategy must consider the Coastsides carrying capacity, or ability to accommodate growth and development within limits defined by available infrastructure and natural resource capabilities.

At the same time, opportunities created by the region's economic recovery and resulting job growth in the services and high tech manufacturing industries are exemplified by proposed strategies to develop businesses in these industries within the subregion. Creating quality local jobs on the Coastsides will foster a jobs-housing balance and enable residents to work closer to where they live. Fewer commute trips outside the subregion will reduce projected increases in the Coastsides growing traffic congestion. With the economic impact in lost productivity and wasted resources due to congestion estimated to be \$3.5 billion annually within the nine-county Bay Area region, any reduction in commuter traffic will translate into improved economic productivity both locally and throughout the County.⁶¹

But how does the subregion take advantage of the opportunities created by the regional economic recovery and develop an economic development strategy to create jobs for its residents, reduce congestion and stimulate the coastal economy? One approach is already being pursued within the subregion through Half Moon Bay's recent Economic and Business Development Strategy.

HALF MOON BAY'S ECONOMIC AND BUSINESS DEVELOPMENT STRATEGY

The recent *Economic and Business Development Strategy* (Report) commissioned by the City of Half Moon Bay offers an

economic development strategy that is evaluated in this study for its potential applications on a subregional level. Although it considers just one of the three jurisdictions within the subregion, the Report's analysis of opportunities

created by the regional economy to develop a local job market in Half Moon Bay can also be applied to the subregion as a whole. As with Half Moon Bay, the creation of quality jobs for workers in Midcoast communities and in Pacifica may be the most critical element of any long-range Coastsides economic development strategy.

The Half Moon Bay Report analyzes business development opportunities in sectors of the economy that can provide high paying jobs for Coastsides residents. The Report's main conclusion is that Half Moon Bay has significant opportunities to develop its coastal economy given the substantial demand among small high tech firms in the region for highly skilled workers and the need for medium sized office space and light manufacturing facilities.⁶² The Report recommends promoting indigenous business development and expansion by capitalizing on the considerable entrepreneurial talent of its existing residents with more limited, strategic attraction of businesses from outside the area.⁶³

*Any reduction in commuter traffic
will translate into improved
economic productivity both locally
and throughout the County*

⁶¹ *Transportation Action Plan*, Bay Area Council Report (5/97)

⁶² *Half Moon Bay Preliminary Economic and Business Development Strategy* (12/97)

⁶³ *ibid*

1990 U.S. Census data shows that entrepreneurial talent for new business development is present throughout Half Moon Bay's existing labor force. The data indicates the largest single category of occupation for Half Moon Bay residents is managerial/executive (19.4%) followed by the professional occupational category (13.4%). Together these two categories comprise one third of Half Moon Bay's labor force. Further, the Census data shows that of the various types of businesses that employ Half Moon Bay residents, the services category is the major employer listed making up nearly 30 percent of the employers named by local workers.

The demographic data on employment growth in the labor force in Half Moon Bay is consistent with data for all of San Mateo County where the occupation of nearly one third of all residents is also in the managerial/executive (16.8%) or professional categories (14.7%). Census data on employment growth in the labor force for the Pacifica is also similar to the data for all of San Mateo County. The percent of Midcoast residents in the managerial/executive and professional occupations is assumed to be similar, and possibly higher, compared to other areas in the subregion.⁶⁴ Given the similarities in the percentage of residents throughout subregion employed in the managerial/executive and professional occupations, the business development strategies suggested in the Half Moon Bay Report should be valid when applied on a subregional level.

BUSINESS DEVELOPMENT

Based on findings in the Half Moon Bay Report, two possible targets for business development in the subregion would be residents now commuting outside the area and non-residents living elsewhere in the region that are positioned to launch a new business and might select the Coastside to

do so. Analysis of the economic base of San Mateo County and surrounding counties can help locate where the individuals in these two target groups can be found.

The economy of San Mateo County and adjacent counties (San Francisco, Santa Clara, Santa Cruz) is heavily populated with fast growing high-tech manufacturing and service firms, where high levels of employment concentration in the region and high net increases in employment are found in both industries. Employment growth in these industries is higher in the region compared to other areas of the state. Spin off businesses in the high-tech manufacturing and service industries are potential targets for location within the subregion. Because both industries provide goods and services that can be produced anywhere, firms in these industries could locate on the Coastside, unless they have requirements unique to their firm that could not be met by the subregion.⁶⁵

These industries also match the entrepreneurial profile of many of the residents in and visitors to the subregion and thus represent a pool of prospects for new enterprise development on the Coastside. To encourage new enterprise development in the high-tech manufacturing and service industries, existing businesses with products or services that could meet the needs of either industry could be encouraged to expand their operations. In addition, the Coastside could actively recruit San Mateo County businesses that are seeking expansion locations elsewhere in the County and also recruit suppliers to these same industries.

According to the Report, another possible strategy for attracting new business development on the coast entails the creation of a new enterprise development program. If implemented on a subregional scale, such a program could encourage coastal residents from Pacifica to Half Moon

⁶⁴ The percentage of employed Midcoast residents working in managerial/executive and professional occupations is assumed to be at least as high (and probably higher) compared to Half Moon Bay where 40 percent of the employed residents work within the City compared to less than 10 percent that do in the Midcoast.

⁶⁵ Half Moon Bay Preliminary Economic and Business Development Strategy (12/97)

Bay to start new businesses, particularly those that are commuting to jobs outside the subregion, and attract individuals residing outside the area to move to the Coastsides and start a new business.

San Mateo County's Economic Development Association (SAMCEDA) could integrate elements of a Coastsides business development program into future Countywide economic development strategies. With active support from SAMCEDA staff and its membership, the program could stimulate business development on the Coastsides, and promote a better balance between jobs and housing both within the subregion and throughout the County.

BALANCING NEW BUSINESS DEVELOPMENT WITH OTHER SECTORS OF THE ECONOMY

With limited amounts of developable land, water, and transportation capacity, communities within the subregion will need to evaluate the revenue generating potential of various land use scenarios to identify the most desirable mix of commercial, industrial, and visitor-serving development.

HALF MOON BAY

At the same time Half Moon Bay considers the business development strategy outlined above, commercial visitor serving development remains a high priority as demonstrated by the 500-plus units of proposed hotel development already approved, under construction or in various stages of the approval process. Today, Half Moon Bay enjoys a vibrant visitor-serving economy that generates a substantial rev-

enue stream from Transit Occupancy Taxes and sales taxes. While the planned expansion of the visitor-serving sector will generate additional revenue, concerns with increasing levels of congestion have motivated the City to also consider the research, entertainment, and communication sectors of the regional economy for future job-creating land uses.

PACIFICA

The City of Pacifica recently adopted an economic development plan and strategy that identifies the visitor serving economy as the sector with the highest potential for growth.⁶⁶ In partnership with the Pacifica Chamber of Commerce and local environmental groups, the City has created an economic development strategy based on protection and use of the natural assets to attract visitors to the area. The plan and strategy is based in the belief that the natural environment is Pacifica's greatest asset for attracting visitors to the City and that the potential for increased revenue from Transit Occupancy Taxes and sales taxes is very high. Applying "Sustainable Development Principles" to economic development, Pacifica is using the theme "Our ecology is our economy." This is based on the notion that providing visitors with a wilderness experience will be

the cornerstone of an economy that relies on revenues generated from lodging, dining, shopping and entertainment.

While commercial business growth and the creation of high quality local jobs is desirable, Pacifica must be assured that there will be a net gain in local revenue given the costs associated with providing required services to those businesses. In addition to concern for the revenue capacity of job/business development, there is a limit to the

SAMCEDA could integrate elements of a Coastsides business development program into future Countywide economic development strategies

⁶⁶ As of 9/1/98, 50 hotel units were under construction and another 240 units were undergoing permit review.

total amount of commercial development that can be constructed in the City. Limits on the amount of developable land and transportation capacity will require Pacifica to carefully weigh the economic benefits of future commercial business development.

MIDCOAST

The Midcoast faces challenges similar to Half Moon Bay and Pacifica including increasing congestion and a lack of commercial development that could provide suitable jobs for its professional residents. However, like other areas in the subregion, the Midcoast has significant natural assets that will continue to be an attraction for visitors. Further development of the visitor serving economy has the potential to generate significant new revenue in the area.⁶⁷

To determine the feasibility of incorporating or annexing to Half Moon Bay, San Mateo County planners have recently completed a study for the Midcoast that includes an analysis identifying the most likely land uses with revenue generating potential. The study also evaluates possible options for locating those uses in the Midcoast. Data from the study will be useful as the Midcoast reviews its land use and zoning ordinances to determine the feasibility and desirability of locating additional visitor serving, commercial, and industrial facilities in the area.

CONSTRAINTS ON COASTSIDE NEW BUSINESS DEVELOPMENT

LAND

One of the potential constraints on the comprehensive implementation of the new business development strategy on the Coastsides is the possible lack of sites at which new or expanding office and light manufacturing businesses could locate. For example, within Half Moon Bay, current land use designations on much of the avail-

able vacant land are highly restrictive and only allow for commercial visitor-serving or residential uses. With much of the City's future development capacity located west of Highway 1 at North Wavecrest, very few sites are currently zoned to allow for non-coastal dependent commercial uses.

Similar constraints may also exist along the Midcoast and in Pacifica where limited amounts of vacant land are presently zoned for non-coastal dependent commercial and industrial uses. As in Half Moon Bay, obtaining required coastal development permit approval for a non-coastal dependent business development in the Midcoast or Pacifica may require amendments to their respective land use and/or zoning ordinances.

Nonetheless, in the Midcoast potential sites for development of commercial office and industrial facilities can be found in the Princeton Harbor area and west of the Half Moon Bay Airport where land zoned for general industrial uses is located. Additional areas currently designated for neighborhood commercial or commercial recreation uses might accommodate commercial office development as well.

In Pacifica, in addition to existing areas currently designated for commercial and industrial uses, other potential opportunities for locating major new commercial or light industrial facilities can be found at the Rockaway Quarry Redevelopment Area, at Mori Point and at Gypsy Hill where a major high tech research and development facility is currently being considered. Several vacant commercial sites in Pacifica including Pedro Point, Pacific Manor, Palmetto Avenue and elsewhere, could also be evaluated for their potential viability as future sites for job-creating land uses.

TRANSPORTATION CAPACITY

Between 1995 and 1996, San Mateo

⁶⁷ As of 9/1/98, 21 hotel and B&B units had obtained permit approval and another 92 units were pending permit approval.

County experienced a 125 percent increase in congestion, a rate more than double any other county in the Bay Area.⁶⁸

Segments of Highways 1 and 92-the only two highways providing access into and out of the subregion-are currently operating at the lowest level of service during peak commute times. Levels of congestion on the Coastsides are projected to get even worse over the next 20 year period regardless of planned investments in county highway and transit systems.⁶⁹

Based on Coastsides housing data from the County's draft Congestion Management Plan, under local coastal programs, the subregion contains a surplus of nearly 4,800 potential housing units above the number of units that would be needed to accommodate projected job growth through the year 2010.⁷⁰ If every one of these potential housing units is built in the subregion, the limited amount of road capacity available for commercial office and visitor-serving development will be reduced even further.

WATER AND SEWER UTILITIES

The subregion's lack of adequate water and sewer utilities to serve growing populations has placed a major constraint on residential and commercial development, particularly in Half Moon Bay and the Midcoast, and may continue to slow rates of growth in the future.

In Half Moon Bay a lack of sewer capacity beginning in early 1990s necessitated the implementation of a moratorium on additional sewer hookups to serve new commercial and residential development until additional capacity became available. However, in anticipation of additional

capacity becoming available with the scheduled completion of an expanded water treatment plant later this year, applications for residential and commercial projects are currently being accepted for processing and possible approval once the plant is operating. Nonetheless, the uncertain availability of future water supplies necessary to serve projected levels of development may place additional constraints on future growth.

In the Midcoast, lack of adequate water supplies necessary to serve new residential development in Moss Beach and Montara has slowed housing construction and forced homebuilders to obtain water through on-site water wells. Currently, no water capacity is available for new commercial or industrial development in the area. In the El Granada and Princeton areas, adequate water capacity is available to serve the level of development planned for the area and supplies to serve priority commercial and industrial development have been held in reserve and are currently available.⁷¹ Limited sewer capacity in the Midcoast has also slowed development although the planned expansion of the water treatment plant serving the area is expected to provide the capacity needed to serve future development.

In Pacifica, the current construction of a new wastewater treatment plant scheduled to be complete by 1999 will provide the necessary sewer capacity to accommodate future demand. Together with an adequate water supply, Pacifica will not have to confront the kinds of uncertainties with their water and sewer services that may continue to plague other communities in the subregion.

68 *Highway Congestion Monitoring Report*, California Department of Transportation (1996)

69 Page 12.28, *San Mateo County Transportation Plan: Alternatives Report* (July 1997)

70 San Mateo County Planning and Building Division (1/98)

71 Transfers of water reserved for priority commercial and industrial uses to non-priority residential uses is reducing the supply of existing reserves.

REMOTE/SATELLITE OFFICE DEVELOPMENT

Based on interviews with facility directors and transportation program managers at several large Bayside firms, the feasibility of luring a large high tech firm to invest in a Coastside satellite office or telecommuting facility appears to be very limited for the foreseeable future.⁷² However, the Half Moon Bay Report does confirm the potential for attracting small to medium-sized start-up firms to the area.

CALIFORNIA COASTAL ACT

The California Coastal Act poses a potentially significant constraint on an economic development strategy that requires changes to existing land use policies to achieve a better balance between land zoned for visitor-serving and residential uses and commercial office development. Coastal Act policies do not give non-coastal dependent commercial or industrial land uses in the Coastal Zone priority over coastal-dependent visitor-serving commercial and industrial uses. Because the entire City of Half Moon Bay, the Midcoast and all land west of Highway 1 in Pacifica falls within the Coastal Zone, any attempts to replace land currently designated for priority coastal-dependent uses with non-priority commercial or industrial uses must be carefully considered for consistency with state Coastal Act and local coastal program policies.

MARKET DEMAND

The lack of market demand for commercial office space within the subregion has historically been a deterrent to business development on the Coastside and may pose another significant obstacle to the successful implementation of the economic development strategy suggested in the Half Moon Bay Report. However, the abundance of businesses in San Mateo County and adja-

cent counties (San Francisco, Santa Clara, Santa Cruz) that could be located on the Coastside might provide the basis for a successful new enterprise development program. Establishing such a program could encourage local residents to start new businesses or expand existing ones and attract individuals residing outside the area to move to the coast and start a new business.

REVIEW OF LAND USE AND ZONING REGULATIONS

In response to the current land use and zoning constraints in Half Moon Bay, the Report recommends a review of the City's land use policies in an effort to achieve a better balance between land zoned for commercial visitor-serving and residential uses and basic-sector business development opportunities. In making preparations for the upcoming review of their general/coastal plan, elected officials, planners and community leaders are currently in the process of reviewing the City's land use plan, zoning ordinances and associated maps to identify potential areas where commercial and industrial facilities could be located. If the Midcoast and Pacifica determine that facilitating the development of additional commercial and industrial facilities is desired, then a review of their respective land use policies, zoning ordinances and maps may also be needed.

CONCLUSION

The Half Moon Bay Economic and Business Development Strategy Report provides the Coastside subregion with a starting point from which to pursue future economic development strategies. Although the Half Moon Bay strategy focuses specifically on opportunities and constraints within its own economy, similar opportunities and constraints emerge when the strategy is applied to the Midcoast and Pacifica.

⁷² Based on phone conversations with the following individuals between 10/97 and 1/98: Randy Smith, Facilities Director, Oracle; Dave Steria, Facilities Director, Genentech; Richard Booth, Transportation Program Manager, Genentech; Robin Manley, Transportation Program Coordinator, Oracle; Christine Lewman, Transportation Management Coordinator, Franklin.

The creation of a new enterprise development program implemented on a subregional level could attract individuals residing outside the area to move to the Coastside and start a new business and encourage coastal residents to start new businesses, particularly those that are commuting to jobs outside the subregion. San Mateo County's Economic Development Association (SAMCEDA) could integrate elements of a Coastside business development program into future Countywide economic development strategies.

Careful analysis of an economic development strategy that relies upon increased commercial business expansion and job creation will need to be performed to insure the goal of increased revenues for Coastside cities can be achieved. Consideration must also be made for the Coastside's carrying capacity, or ability to accommodate growth and development within limits defined by the subregion's natural resource capabilities. While the indirect impacts of job development can be beneficial to local government through increased property taxes and local spending, improving the jobs-housing balance of the subregion would also have a positive impact on traffic congestion.

At the same time, businesses attracted to the subregion may or may not have a significant impact on local revenue. Businesses that do not generate sales tax revenue or that fail to appreciably increase local spending may not create a net increase in local revenue. Property tax increases will

result from business development, but they may be offset by increased costs for services provided by local government. Ultimately, a detailed analysis of the revenue generating capacity of the proposed business development strategy outlined in the Half Moon Bay Report may be a necessary as the subregion considers future economic development strategies.

Information from the Incorporation/Annexation Fiscal Study will be useful as the Midcoast evaluates potential options for gaining control of future land use decisions. If the amount of housing currently allowed by the County's coastal plan is eventually built in the Midcoast, options to pursue the economic development strategy proposed in the Half Moon Bay Report may be eliminated due to inadequate infrastructure.

If the amount of housing currently allowed by the County's coastal plan is eventually built in the Midcoast, options to pursue the economic development strategy proposed in the Half Moon Bay Report may be eliminated due to inadequate infrastructure

Future residential development planned for the subregion is projected to increase congestion and will reduce the amount of road capacity available for other land uses. Half Moon Bay's current General Plan review and update process might provide an appropriate model for application on a subregional level. Changing land use policies to balance job and housing growth and foster a mix of commercial, industrial, and visitor serving development has the potential to stimulate the local economy, reduce commuter traffic, and allow the Coastside to grow into a healthy and sustainable community.



ISSUE 3: NATURAL RESOURCE PROTECTION AND MANAGEMENT

INTRODUCTION

Covering approximately 60 square miles, the subregion contains roughly 22 miles of coastline and vast amounts of publicly and privately held open space, including parkland, agricultural and grazing land, forested watersheds, coastal wetlands, beaches, creeks and wildlife habitat. Given its proximity to a large metropolitan population rapidly approaching seven million people, the subregion represents a unique recreational resource of regional significance to the Bay Area and the state. In describing the importance to the public of protecting coastal open space, ABAG's 1973 Regional Ocean Coastline Plan states that,

The major public benefits of the coastal area are derived from its open character and the variety of corresponding amenities. An open space use—an area generally free from structural development—may serve one or many purposes. For instance, it may serve as a wildlife habitat, a resource to assure continued water supply, space for agricultural and recreational activities, a form and identity-giving feature for urban places, and may provide recreational diversion and aesthetic experiences. Open space also improves the level of public health by enhancing one of the region's most important attributes: environmental diversity.⁷³

A survey of existing open space lands recently completed by the Greenbelt Alliance indicates that over the next 30 years as many as 570,000 acres may be subdivided

and developed throughout the Bay Area including over 3,000 acres within the Coastsides Subregion.⁷⁴ Realizing that much of the Coastsides's remaining open space may accommodate limited low-intensity urban development,⁷⁵ and recognizing the regional significance of the area in meeting the future recreational needs of the Bay Area's rapidly expanding population, several Coastsides land trusts have emerged with the shared goal of acquiring and preserving open space land in the subregion. Today, a subregional strategy for the acquisition and management of open space and the development of recreational access to these lands is already emerging as local land trusts and open space working groups begin to coordinate their efforts with regional land trusts, open space districts and local, state and federal resource agencies.

THE LOCAL LAND TRUSTS

Four private, nonprofit land trusts have formed in recent years to acquire and develop public access to coastal open space and park land and include the Pacifica Land Trust, Coastsides Preservation and Recreation, Inc., Midcoast Parkland, Inc., and the Half Moon Bay Open Space Trust. To date, the Pacifica Land Trust has focused primarily on the acquisition and restoration of the San Pedro Point Headlands where a combination of funds has facilitated the acquisition of portions of the property. Coastsides Preservation and Recreation, Inc. of Moss Beach is active in acquiring and managing open space along Pillar Point Ridge adjacent to the Fitzgerald Marine Reserve, a recreational facility owned and operated by the San Mateo County Parks Department. Midcoast

⁷³ ABAG's *Regional Ocean Coastline Plan* (1973)

⁷⁴ *At Risk: The Bay Area Greenbelt* (Greenbelt Alliance, 1998)

⁷⁵ In the unincorporated area of the subregion, San Mateo County has predominantly zoned all remaining lands designated for either agriculture or open space with allowable development densities ranging from one dwelling unit per 40 acres to one unit per 160 acres.

Parkland, Inc. recently acquired Quarry Park in El Granada and is now looking to raise the funds needed to assume fee simple ownership and regular maintenance of the property. The Half Moon Bay Open Space Trust is focused on acquiring land in North Wavecrest through donations made by owners of substandard lots in the area.

PUBLIC AGENCIES

Aside from the local land trusts described above, there are myriad federal, state and local government agencies and commissions with jurisdiction over coastal open space, parkland and trails within the subregion. In Pacifica, the National Park Service owns and manages several open space areas that are part of the Golden Gate National Recreation Area (GGNRA). The California State Parks and Recreation Department, County of San Mateo and Cities of Pacifica and Half Moon Bay all own and operate a variety of beaches, parks and associated recreational facilities and trails throughout the subregion. The County Parks and Recreation Commission and Trails Advisory Committee provide recommendations for County park and trail development within the subregion and have drafted a Trails Master Plan to guide trail and recreational facility planning throughout the County.

The State Department of Transportation (Caltrans) funds recreational facility development associated with its transportation projects and is expected to provide funding for trail development as part of the Devil's Slide Tunnel Project along Highway 1 between Pacifica and the Midcoast. Two additional state agencies-the Coastal Conservancy and the Coastal Commission-are charged with preserving and promoting public access to coastal areas. The Conservancy assists local communities pursuing the acquisition, development and maintenance of open space and parkland with financial and technical support. The Coastal Com-

mission, together with the three local governments, regulate coastal development through enforcement of state Coastal Act policies on public shoreline access and protection of coastal resources.

In addition to the individual efforts of the local land trusts described above to acquire, restore and manage open space and improve recreational access within the subregion, several collaborative approaches are currently being pursued on the Coastside.

CURRENT OPEN SPACE ACQUISITION EFFORTS

PACIFICA

In 1984 the City of Pacifica approved the formation of the Pacifica Open Space Task Force "to identify, prioritize, and seek means for long-range preservation of significant open space in Pacifica." In 1988 the Open Space Task Force presented a report to the City Council describing 51 areas to be considered for preservation, including 15 tracts identified as appropriate for addition to the Golden Gate National Recreation Area (GGNRA). With enthusiastic support from residents and the Pacifica City Council, the GGNRA Advisory Council recently approved the inclusion of the 15 additional open space tracts into the proposed expanded boundaries of the GGNRA and is now pursuing the federal funds to begin acquiring them. However, beyond identifying properties for future acquisition and inclusion within expanded GGNRA boundaries, the potential availability of public funds to carry out the acquisition program will ultimately determine the future expansion of this open space system.⁷⁶

MIDCOAST & HALF MOON BAY

For the past year open space advocates along the Midcoast and in Half Moon Bay have been pursuing opportunities for fund-

⁷⁶ *Draft Pacifica Boundary Study*, GGNRA (May 1997)

ing open space acquisition through the expansion of an existing special assessment district currently serving communities on the Peninsula. The Midpeninsula Regional Open Space District is a government agency established by voters in 1972 for the purpose of acquiring and managing open space lands with funds raised through a property assessment tax. Over the past 25 years the District has acquired and managed over 42,000 acres of open space and park land throughout the Midpeninsula and the South Bay. This November, coastal residents will vote on an advisory measure to gauge the level of support for the District's proposed expansion to the Coastsides.

In addition, for the first time in over a decade, substantial new funds for park and open space acquisition and the development of recreational facilities may become available through general fund appropriations by the State Legislature and/or a statewide bond act measure. Local officials and residents have been meeting with resource agency staff, state legislators and their aides, and land trusts organizations to educate them on the threatened open space lands within the subregion appropriate for state funding should additional funds become available.

COASTAL TRAIL AND SHORELINE ACCESS

HALF MOON BAY

The California Coastal Trail is envisioned as a contiguous trail system linking coastal recreation and shoreline access points along the state's 1,100-mile coastline while providing walkers, hikers, and bicyclists with an alternative to vehicular travel to and along the coastline. Half Moon Bay has developed several miles of the Coastal Trail along the City's shoreline and blufftop land and, through a collaborative effort with San Mateo County and Caltrans, will complete a one-mile addition to the trail system between Half Moon Bay and the Midcoast later

this year. With a combination of funds from the federal ISTEA Environmental Enhancement Program as well as from state and local transportation funding sources, the \$500,000 project will establish a vital link between the existing trail that currently ends at Mirada Road in Half Moon Bay and the scheduled construction of another 1000 feet of trail funded by Caltrans at Surfer's Beach. When complete, the project will connect to the existing trail at the south end of Pillar Point

The California Coastal Trail is envisioned as a contiguous trail system linking coastal recreation and shoreline access points along the state's 1,100-mile coastline

Harbor and provide a continuous trail link between the Midcoast and Half Moon Bay.

An additional \$90,000 has also been acquired by the City for the maintenance and repair of damage to the existing Coastal Trail resulting

from this past winter's massive storms and flooding. Further south, additional links to the Coastal Trail are to be constructed in conjunction with past and future residential and commercial hotel and golf course development at Ocean Colony and South Wavecrest. Also, after several years of discussions with San Mateo County officials, Half Moon Bay recently completed the development of a new blufftop parking and shoreline access facility at the end of Poplar Street in south Half Moon Bay.

With several California State Beach Park facilities distributed throughout the City and linked together by the Coastal Trail, Half Moon Bay enjoys a network of shoreline recreation and related access support facilities including signage, parking and restrooms that are unparalleled in the other jurisdictions in the subregion. In

addition, the State Parks Department is currently designing and installing a new visitor center at their headquarters at Francis State Beach in Half Moon Bay. The center will become a focal point for public information on natural resources, trails, and open space preserves found throughout the subregion.

MIDCOAST

DEVIL'S SLIDE

As local, state and federal officials and agency staff continue to work with tunnel activists to identify the funds needed to build the tunnel at Devil's Slide along Highway 1, Coastal Trail enthusiasts are busy promoting an alternative transportation facility in and around the tunnel project area. County policies addressing pedestrian and bicycle access along Highway 1 require the section of highway replaced by the inland tunnel to be converted into a recreational facility and also encourage the development of a second alternate trail route in case of failure on the existing highway alignment.⁷⁷ Trail advocates are requesting Caltrans to include trail plans as part of the tunnel project and are seeking funds for trail development associated with the tunnel project. When completed, the new Coastal Trail segment at Devil's Slide will provide a non-vehicular route along Highway 1 linking existing and proposed park and trail facilities in the subregion.

PILLAR POINT HARBOR

Several projects and planning studies are now under consideration or are currently taking place within the Harbor area.⁷⁸ For example, the recent leasing of the RV facility adjacent to the Harbor to a private operator

will facilitate investment in capital improvements including paving and striping of the lot, handicapped-accessible bathrooms, new showers and a path to the existing Coastal Trail. Currently, a multi-agency effort is meeting regularly to plan the design and installation of interpretive panels to be placed in the Harbor and surrounding areas including the RV Lot, Pillar Point Marsh, Fitzgerald Marine Preserve and along the Coastal Trail to Half Moon Bay. The panels

will address marsh and marine habitats and species, commercial fishing, coastal recreation and shoreline erosion. In the current fiscal year \$180,000 has been budgeted for new restroom facilities for use by commercial fishing operators.

In addition, the San Mateo County Parks and Recreation Department is funding the development of a Fitzgerald Marine Reserve/Pillar Point Marsh Master Plan

that will address resource management and public access issues related to the operation of the Reserve. Scheduled for completion this summer, the Plan will provide policy guidance for capital investments, management and operation of recreational access facilities in and around the Reserve.

PACIFICA

In response to recommendations in the 1988 Pacifica Open Space Task Force Report, a trails subcommittee was established to develop a Trails Master Plan for Pacifica. Although the Plan was never completed, a draft version identifies existing and proposed additions to the Coastal Trail along with suggested locations for viewpoints, staging areas and handicap access.⁷⁹ More recently, federal ISTE A grant funds have been

The new Coastal Trail segment at Devil's Slide will provide a non-vehicular route along Highway 1 linking existing and proposed park and trail facilities

⁷⁷ Resolution 61060, approved by the San Mateo County Board of Supervisors (May 1997)

⁷⁸ Based on meeting with Peter Grenell, Pillar Point Harbor General Manager (12/97) and subsequent phone conversations with staff.

⁷⁹ Preliminary Pacifica Citywide Trails Master Plan, (October 1992)

obtained for the development of a Coastal Trail segment between the southern end of Rockaway Beach and the north end of Linda Mar State Beach. Also, a new sewage treatment plant now under construction at the Rockaway Quarry includes funds for the development of a trail facility through the project area. In addition, as discussed above, current trail planning associated with the tunnel project at Devil's Slide will include consideration of trail and open space links between Pacifica and the Midcoast.

The map that follows shows existing and potential major open space lands and existing and proposed segments of the California Coastal Trail. Also shown are unaccepted offers to dedicate public trail easements (OTDs) and existing beach accessways. Data on the major open space properties and OTDs will be used in future open space and trail planning within the subregion.

SHORELINE ACCESS POLICY FRAMEWORK

The California Coastal Act provides the policy framework for public shoreline access, coastal recreation and the protection of open space in the subregion. Coastal Act policies maximize public access and recreational opportunities to and along the coast consistent with sound resource conservation principles and require that any new development between the sea and the nearest public road make some provision for public shoreline access. Coastal Act policies are imple-

mented in the subregion through each jurisdiction's respective Local Coastal Program (LCP). The Shoreline Access, Recreation, and Agricultural components of the local planning documents provide a comprehensive policy framework for shoreline access, coastal recreation and open space planning consistent with the protection of coastal resources within the subregion.⁸⁰

LCP shoreline access policies in Half Moon Bay, the Mid-Coast and Pacifica address open space and shoreline access planning and development, including the development of vertical and lateral access to and along the shoreline and the bluffs. For example, LCP policies encourage the development of access facilities including vista points, beach access stairways, and related support facilities such as parking and signage. However, much of the shoreline and blufftop land in the subregion designated for public shoreline access lacks the suggested access improvements.⁸¹

MIDCOAST POLICIES

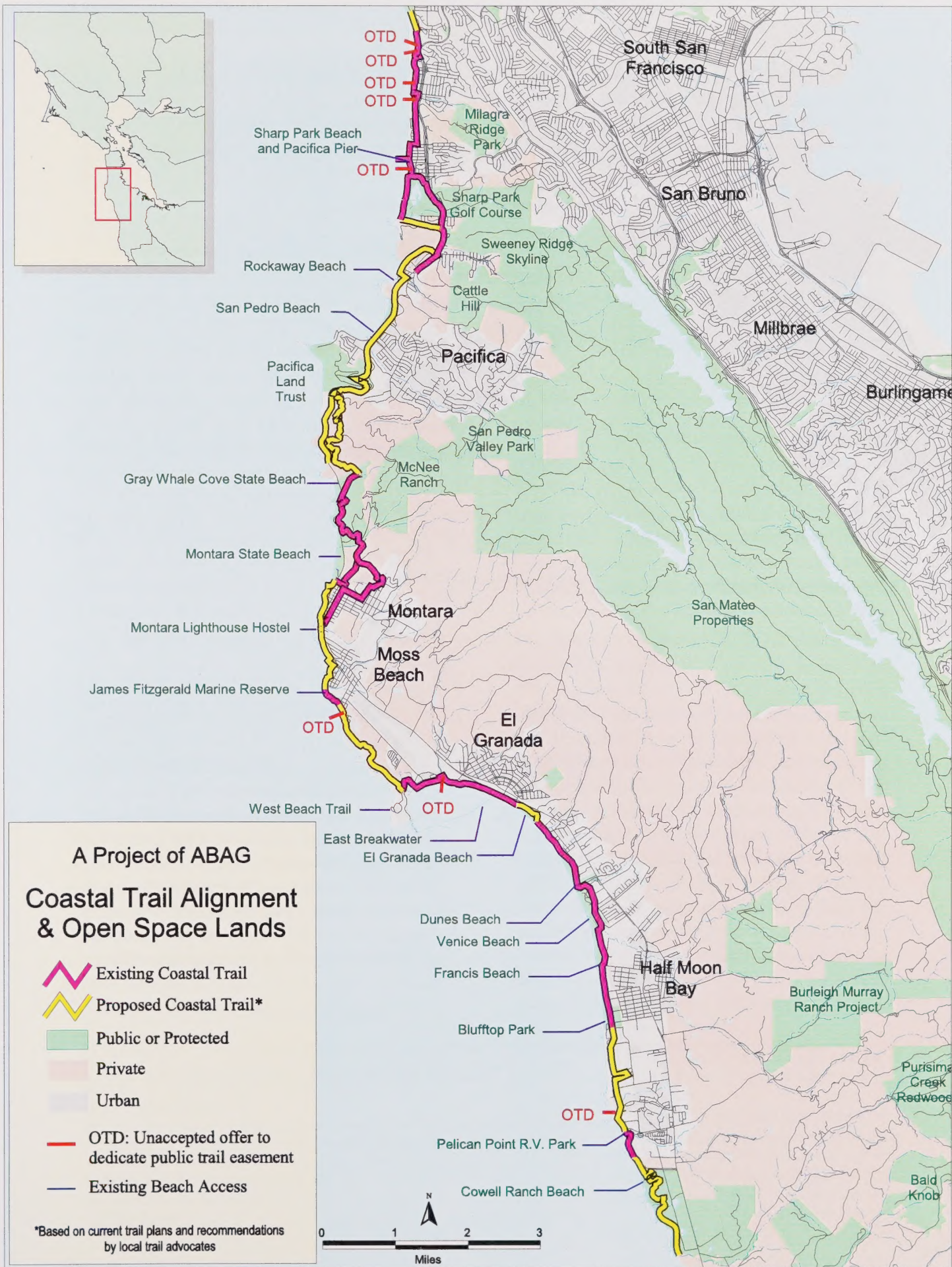
Historical records and maps from as far back as 1908 show that much of the blufftop land between Montara and Moss Beach was considered for the development of a public blufftop trail facility.⁸² More recently, in the early and mid-1970s, regional and state coastal plan documents recommended the development of similar trails and related shoreline access facilities along these same areas of the Midcoast.⁸³

80 For shoreline access, recreation, open space and resource conservation policies refer to the following documents: Half Moon Bay- LCP Chapters on Coastal Access and Recreation, and Agriculture (amended 1993); Midcoast- San Mateo County General Plan Chapters on Park and Recreation Resources, and Urban Land Use (November 1986), LCP Shoreline Access, Agriculture and Recreation/Visitor-Serving Facilities Components, Tables 10.5, 10.6 and Existing Shoreline Access Map (August 1992), Montara-Moss Beach-El Granada Community Plan Chapters on Natural Resources and Park and Recreation (1978); Pacifica- General Plan Open Space, Land Use, Circulation Elements (August 1996), LCP Land Use, Access Components, Beach Access Map (March 1980).

81 Based on field observations and interviews with John Hernandez, San Mateo County Trails Advisory Committee (10/97)

82 Although the original Farallone City subdivision plan and map approved by the San Mateo County Board of Supervisors in 1908 dedicated the blufftop between Montara and Moss Beach for a public walkway named the Marine Walk, the same Board rejected the proposed public trail.

83 *Regional Ocean Coastline Plan*, ABAG (1973); *California Coastal Plan*, California Coastal Zone Conservation Commission (1975). The former was an advisory document only and the latter was never formally adopted by the State Legislature.



The County LCP Shoreline Access Component designates numerous vertical and lateral access areas to which the policies of the component apply.⁸⁴ For example, sections of the blufftop trails considered for public use in 1908 appear by the same name on the current LCP Existing Shoreline Access Map as publicly-owned shoreline destinations and trails with blufftop viewpoints and access to rocky or sandy beaches.⁸⁵ To carry out LCP shoreline access policies, site specific recommendations call for the development of blufftop trails, directional and interpretive signage, parking, and vista points from Montara State Beach south to the Fitzgerald Marine Reserve and Pillar Point Harbor.⁸⁶

Other LCP shoreline access and recreation policies specifically address trail development in the Midcoast including the establishment of a trails program for the Coastal Zone.⁸⁷ Several LCP trails are proposed for the Midcoast including the Pacific Ocean Corridor Trail of the State Parks Department, and the Montara Gulch Trail connecting the Point Montara Lighthouse to Montara State Beach and San Pedro County Park in Pacifica.⁸⁸ In 1991, the San Mateo County Parks and Recreation Commission approved the addition of the Coastal Trail to the County Trails Advisory Committee's mission to promote and coordinate the planning and develop-

ment of the Coastal Trail. The Committee's 1995 Draft Revisions to the County Trails Plan designates a Coastal Trail alignment along the blufftop in the Midcoast and throughout the subregion.⁸⁹

In 1991, the San Mateo County Parks and Recreation Commission approved the addition of the Coastal Trail to the County Trails Advisory Committee's mission to promote and coordinate the planning and development of the Coastal Trail

In describing the role of the County in developing coastal trails and recreation facilities, the LCP requires some provision for public recreation for each development permit for a land division within the Coastal Zone.⁹⁰ Specifically, when the division affects land along the routes of the Coastal Trail, the County is to require the dedication of a trail easement or payment of in lieu fees in areas outside a trail corridor.⁹¹ Additional policies direct the County to develop and maintain LCP proposed

trails including the Coastal Trail and to collect in lieu fees to develop recreation facilities and to provide matching funds to State and federal recreation programs.⁹²

The County LCP directs local and State agencies to coordinate their efforts in implementing shoreline access policies. To insure that high priority access trails and shoreline destinations identified in the LCP are given preference in public expenditures, the County is directed to inform other public agencies of local priorities and to review the acquisition and development plans of these agencies for consistency with them. While the State Department of Parks and Recreation is encouraged to assume the major responsibil-

84 Policy 10.4, *San Mateo County LCP* (1992)

85 *ibid.*, Table 10.6, Assessment of Access Trails and Shoreline Destinations and accompanying Existing Shoreline Access Map

86 *ibid.*, 11.13(a)

87 *ibid.*, 11.13(b)(1), (b)(2a)

88 *ibid.*, Policy 11.26(b)

89 *San Mateo County Trails Plan: Draft Revisions* (1995)

90 *San Mateo County LCP* (1992)

91 *ibid.*, Policies 11.27(c)(d)

92 *ibid.*, Policy 10.35(d)

ity for the acquisition, development, and maintenance of public shoreline access, the County Parks Department is responsible for developing shoreline access and recreational facilities on County-owned land.⁹³

The State Coastal Conservancy is also requested to fund the improvement of high priority access trails and shoreline destinations of regional significance and many of these are located on land owned by the County.⁹⁴ In addition, the County is directed to inform and encourage the Coastal Conservancy and the State Parks Department as well private organizations to accept offers to dedicate public shoreline access and to improve and operate these access facilities should the County be unable to do so.⁹⁵

The County LCP concentrates new public recreation facilities including beaches, parks and trails in the Midcoast and gives the area priority over the South Coast for the expenditure of County funds.⁹⁶ The County has established a Coastal Access Development Fund as recommended in the LCP for the purpose of providing additional funding to improve and acquire important access trails and shoreline destinations.⁹⁷

HALF MOON BAY

For all new development along Half Moon Bay's blufftop, which has been formally designated as the alignment for the Coastal Trail, LCP Coastal Access policies require the granting of a lateral easement to allow for continuous public access along the shoreline and blufftop. All beach seaward of the base of the bluff is also dedicated for

public use.⁹⁸ Other area specific policies recommend the development of improved signage, parking and vertical access facilities.

In implementing LCP policies on shoreline access, the City's role is kept to requiring and retaining any offers to dedicate access easements for acceptance by the state, San Mateo County, or a private nonprofit entity. Because most shoreline accessways connect to recreational beach areas owned by the County or State Department of Parks and Recreation, these jurisdictions are considered within the LCP as the appropriate public agencies to accept responsibility for access facility maintenance.

PACIFICA

The Access Component of the LCP identifies and discusses in detail 21 vertical access points located throughout the City to be developed for public shoreline access. Additional blufftop and shoreline property in private ownership is expected to provide public access. The Component also states that unobstructed lateral access along the beach will be achieved in new development by dedication of public easements.⁹⁹

In addition, a uniform beach access and parking signage program is to be initiated, a protective open space zone along the City's entire coastline established, and a Citywide bicycle/pedestrian pathway system developed. New and creative funding sources are to be pursued for the acquisition, development and maintenance of existing and new shoreline access facilities.¹⁰⁰

93 *ibid*, Policy 10.41

94 For example, County-owned blufftop land and street-end vista points located within the boundaries of the Fitzgerald Marine Reserve are identified in the LCP as high priorities for public funding.

95 Policy 10.33, *San Mateo County LCP* (1992)

96 *ibid*, Policy 11.6(a)

97 The Coastal Access Acquisition and Development Fund was established after certification of the LCP in 1981. As of 1997, approximately \$26,000 had been deposited into the Fund. However, \$25,000 was directed from the Fund to support the current Fitzgerald Marine Reserve Master Plan update.

98 Policy 2-2, *Half Moon Bay LCP* (1993)

99 Page C-60, *Pacifica LCP* (1980)

100 *ibid*, Pages C-62, C-63

IMPLEMENTATION OF SHORELINE ACCESS POLICIES

The implementation of shoreline access policies in parts of the subregion has been hampered by a variety of factors: a lack of public funding, limited private development that might be required to provide public access and to fund improvements, and recent court rulings restricting government's ability to exact public access benefits from private development.¹⁰¹

MIDCOAST

The County Planning and Building Division administers shoreline access policies by ensuring that individual development proposals include some provision for public shoreline access. However, while regulatory practices have, in some cases, resulted in increasing shoreline access, in other cases, shoreline access opportunities have not been fully realized. For example, a primary tool used to mitigate a project's impacts on access is the use of an offer to dedicate (OTD) a public trail easement to or along the shoreline. While OTDs have been required by the County or the Coastal Commission to mitigate development impacts on shoreline access in the Midcoast, several of these have not been accepted by the County or other agency.¹⁰² In these cases, the required condition has thus far failed to fully mitigate a project's shoreline access impacts.

While regulatory practices have, in some cases, resulted in increasing shoreline access, in other cases, access opportunities have not been fully realized

HALF MOON BAY

In contrast to other areas in the subregion, nearly three quarters or 4.5 miles of Half Moon Bay's 6.2-mile shoreline and blufftop land is in public ownership which generally extends a minimum of 400 feet inland from the high tide line.¹⁰³ In addition, over four miles of blufftop has been developed for use as the Coastal Trail and an additional one-mile segment will be added to the trail network by the end of the year.

While the City has actively pursued and successfully implemented many of the shoreline access policies in its LCP, a significant opportunity to enhance shoreline access is presented by the existence of numerous improved and unimproved vertical public rights of way to the shoreline.¹⁰⁴ By improving signage on Highway 1 directing visitors to shoreline destinations and upgrading the road surfaces on these vertical street right-of-ways leading to the beach or parking facilities located nearby, access to coastal recreation areas will be significantly enhanced. As in other areas of the subregion, opportunities to improve shoreline access can also be found in the existing OTDs the City has yet to accept.

PACIFICA

While three quarters of Half Moon Bay's shoreline is in public ownership, in Pacifica the exact opposite is true; three quarters, or 4.5 miles of the City's 6.3 miles

¹⁰¹ Several court rulings following passage of the Coastal Act have clarified government regulations addressing public shoreline access. In particular, the United States Supreme Court decision in *Nollan v. California Coastal Commission* (1987) limits government use of access requirements as a permit condition by requiring that public agencies demonstrate a nexus between the condition and the burdens imposed by the development. As a result, local governments within the subregion must consider the *Nollan* decision when mitigating the impact of private development on shoreline access.

¹⁰² Letter from Coastal Commission to San Mateo County (3/3/95). One unaccepted OTD in the Midcoast includes a lateral and vertical easement located within the boundaries of the Fitzgerald Marine Reserve at 150 Moss Beach Way.

¹⁰³ Page 24, *Half Moon Bay LCP* (1993)

¹⁰⁴ *ibid*, Page 25

of shoreline is in private ownership.¹⁰⁵ Nonetheless, as with Half Moon Bay, much of the City's beach frontage and blufftop land is publicly accessible despite significant revenue shortfalls that have prevented the purchase of key beach areas called for in LCP policies.¹⁰⁶ In addition, resident opposition to several previous proposals for private development on shoreline or blufftop land has served to minimize the loss of public access to these areas.¹⁰⁷ At the same time, Pacifica's historic and current revenue shortfalls and lack of commercial and visitor-serving development also limits potential sources of funding for shoreline recreation and related access facilities through in lieu fees and dedications that might be required for certain types of coastal development.

Although LCP policies recommend the development of beach access and support facilities including parking, signage, stairways and related amenities, adequate funding has not been available for their comprehensive implementation. While Half Moon Bay taps into impact fees, exactions, dedications and tax revenues obtained through private development to provide at least partial funding for many of its shoreline access and trail projects, Pacifica has traditionally struggled to obtain substantial funding for shoreline access projects through similar strategies.

Access policies recommend the dedication of an easement to mitigate impacts on public shoreline access stemming from private development. However, of the several offers to dedicate public easements

located within the City, none have been accepted by the City.¹⁰⁸ As in the Midcoast and Half Moon Bay, conditions required by the City or the Coastal Commission have failed to fully mitigate a project's impacts on public shoreline access.

CONCLUSION

Given its proximity to a large metropolitan population rapidly approaching seven million people, the subregion represents a unique recreational resource of regional significance to the Bay Area and the state. Over the next 30 years, as many as 3,000 acres of open space may be subdivided and developed within the subregion. In response, a coordinated effort is emerging between local and regional land trusts, open space districts and state and federal resource agencies in a collaborative approach to acquire and protect some of these areas.

While Half Moon Bay has successfully developed several miles of Coastal Trail, much of the remaining shoreline and

blufftop land in the subregion lacks coastal recreation and access facilities recommended in shoreline access policies. By not accepting existing offers to dedicate (OTD) public easements in areas deemed necessary and appropriate for additional public access, future shoreline access opportunities throughout the subregion will be lost. If such OTDs

are not accepted, measures intended to mitigate the impact of private development will have failed.

While LCP policies direct local and State agencies to coordinate their efforts in

*By not accepting OTDs
appropriate for additional
public access, future
shoreline access
opportunities throughout
the subregion will be lost
forever*

105 Pacifica LCP, Page C-61 (1980)

106 *ibid*, Page C-63

107 Proposals to build commercial projects at Mori Point and San Pedro State Beach have been rejected by residents either through a citywide election or through the planning process.

108 Letter from Coastal Commission to Pacifica (6/22/95)

implementing shoreline access policies, there is no mechanism to facilitate exchange of information required to successfully achieve the coordination. Although the State Department of Parks and Recreation is encouraged to assume the major responsibility for the acquisition, development, and maintenance of public shoreline access, a process for implementing the access improvements outlined in the local coastal programs is needed. In addition, coordination between agency departments within the subregion needs to be enhanced to implement shoreline access improvements on land and easements owned by the local jurisdictions.

Certified by the Coastal Commission in 1981, the San Mateo County was the first county LCP to be certified in California. The Coastal Act requires the Coastal Com-

mission to review previously certified LCPs every five years to evaluate whether they are being effectively implemented and in need of revision in light of new information and changing circumstances. While the required reviews have been conducted for only two of the 50 certified LCPs statewide, recent legislative attempts have been made to strengthen the requirement for periodic reviews and provide needed support to assist the Commission and local governments in conducting the review and implementing necessary changes. If successful, these efforts could provide jurisdictions in the subregion with an additional funding source to review and evaluate the implementation of their LCP Shoreline Access Policies and to make changes to enhance future shoreline access and recreation opportunities.



APPENDIX A

Appendix A describes the techniques and strategies for acquiring and preserving open space and includes management and funding strategies and sources, regulatory techniques, and description of associated long-term costs and responsibilities. Information in this appendix is drawn from publications by the Land Trust Alliance, the Trust for Public Land and the Planning and Conservation League.¹

OPEN SPACE ACQUISITION & MANAGEMENT TECHNIQUES AND STRATEGIES

In most land acquisition projects, open space is protected through one or a combination of two basic methods: *ownership* of the land by a conservation-minded individual, organization, or agency, or a *conservation easement*, a legal agreement protecting a property's conservation resources. Below is a description of the various techniques typically used by land trusts and public agencies seeking to acquire, manage and preserve parkland and open space through these two basic methods.

OPTIONS FOR THE ACQUISITION OF RIGHTS AND INTERESTS

FEE-SIMPLE OWNERSHIP

When a land trust or agency owns all the rights to a piece of land and holds title to it, this is called fee simple or fee title ownership or owning land in fee. Complete ownership provides full control over the land and thus the most certain ability to protect the conservation resources on the property while allowing some level of public access. However, owning land is usually costly and requires the owner to assume liability for

accidents or injury on the property and the maintenance and protection of its resources.

CONSERVATION EASEMENT/DEVELOPMENT RIGHTS

A legal agreement between the property owner and land trust or government agency in which the owner maintains ownership, but agrees to restrict future development on all or a portion of the property to protect significant natural resource or open space values. If transferred in perpetuity, the land covered by the conservation easement remains subject to the easement restrictions as ownership changes. Conservation easements can be donated or sold; when donated, the donor may qualify for a federal income tax deduction. Conservation easements are less expensive than fee simple ownership and can serve to protect a property's natural resource and open space values while, in some cases, providing public access.

FEE SIMPLE/LEASEBACK

Land trust or government agency purchases full title to property and then leases property back to previous owner or other. Natural resource and open space values are protected through restrictive easements or covenants limiting future development, income is received through leaseback while liability and management responsibilities are assigned to lessee. However, the land must be appropriate for leaseback (e.g. agricultural).

LEASE

Provides temporary control over land in cases where the landowner or the land trust either cannot or does not want to make a more permanent arrangement. Lease typically gives land trust exclusive access rights to the property thereby ensuring protection of on-site resources on an annual or term basis.

¹ *Starting a Land Trust*, The Land Trust Alliance (1990); *Doing Deals: A Guide to Buying Land for Conservation*, Trust for Public Land. (1995); *Funding for Land Protection: A California Primer*, Planning and Conservation League (March 1993)

MANAGEMENT AGREEMENTS

Specifies a plan under which the property will be managed, either by the landowner (with the advice or assistance of the land trust) or by the trust itself. Such agreements are usually recorded and remain in force for their full term even if the land changes hand. Used extensively by the Nature Conservancy, among others.

METHODS THAT BUY TIME

OPTION TO BUY

A written agreement purchased from or donated by the landowner giving the land trust or agency the exclusive right to purchase a property under certain terms and condition- and at a specified price- by a certain date. To strengthen the land trust's claim, these agreements should be recorded with the appropriate local government agency and at least a token sum paid. Acquiring an option gives the land trust time to raise funds when a property is put on the market and threatened with imminent development. Land trust may also acquire a series of options that expire sequentially to allow it to acquire an expensive property over a period of time and thus avoid an all-or-nothing proposition: if the trust fails to obtain adequate funds to exercise one of the options, it still retains ownership of those parcels it had already purchased.

RIGHT OF FIRST REFUSAL

An agreement between the landowner and the land trust that gives the trust the right to match any *bona fide* purchase offer made on the property acceptable to the landowner within a specified time period after the offer is made. The trust is under no obligation to make an offer on the property.

METHODS TO ACQUIRE TITLE

The method of acquisition determines how much the land trust or agency pays to acquire the property rights and when those rights accrue to the trust.

PURCHASE AT FAIR MARKET VALUE

Purchasing land or interests in land such as conservation easements at fair market value is the most expensive acquisition method.

BARGAIN SALES

A sale of land or an interest in land below fair market value. The difference between the sale price and the appraised fair market value may qualify as a tax deductible, charitable donation for the seller thereby reducing or eliminating the disparity and creating a valuable negotiating opportunity for the trust.

DONATIONS

The first choice by a land trust is to acquire land by donation. Landowners can donate almost any property right or interest in their land, including the entire parcel in fee or a conservation easement which then qualifies the donor for certain tax benefits.

While most transactions involve the land trust taking full ownership of a property or conservation easement when the terms are finalized and the necessary documents are signed, other agreements including bequests and remainder interests result in the trust taking ownership at some future date.

BEQUESTS

When donating by bequest the landowner leaves rights to a property including fee ownership, an easement or other asset to the land trust in his or her will. While the donor does not receive any income tax benefits since the gift does not take place until the donor dies, estate taxes are significantly reduced for the donor's heirs by removing the value of the donation from the taxable estate. When dealing with the donation of a conservation easement, land trusts are advised to negotiate the exact terms of the donation during the donor's lifetime to ensure that the conservation

resources are protected, that the trust is given sufficient management flexibility and, where possible, that adequate management and monitoring funds are donated as well. For the land trust, the downside of donations by bequest include the uncertain date of acquisition and the possibility that a landowner will change his or her will.

REMAINDER INTERESTS/LIFE ESTATE

A landowner may give their property to the trust, but reserves the right to live on or use the property for his or her lifetime. The donor qualifies for an income tax deduction based on the value of the property but taking into account the life expectancy of the donor.

MANAGEMENT AND OWNERSHIP OPTIONS

Land trusts often work in cooperation with other land trusts and conservation groups, government agencies and private sector interests to acquire and manage open space. Their roles can range from jointly financing acquisition to simply facilitating the transaction.

PREACQUISITION AND CONVEYANCE TO PUBLIC AGENCY

Preacquisition involves the acquisition by the land trust of property threatened with development with the intention of later selling it to a government agency. Because nonprofit land trusts are often able to acquire land at below market rate value, the agency may be able to acquire the land from the trust at a reduced cost or at least save staff time and related costs associated with negotiating the transaction directly with the land owner. The trust usually benefits by having its transaction costs paid for by the agency and does not have the burden of long-term management of the property. The essential ingredient is the presence of a public agency willing and able to purchase the property

within a reasonable time frame. The Peninsula Open Space Trust (POST) relies on this method for most of its acquisition projects.

ASSISTING GOVERNMENT ACQUISITION

In addition to preacquisition, land trusts assist government open space acquisition in many other ways. Trusts undertake preliminary negotiations with landowners, identify threatened properties with high conservation and open space values, conduct appraisals and title work, raise local matching funds, manage and monitor local parcels and other related activities. Today, cooperative acquisition efforts are increasingly popular throughout the country as well as within the coast subregion as government agencies and land trusts discover the benefits of working together.

PREACQUISITION AND CONVEYANCE TO ANOTHER LAND TRUST

Similar to the preacquisition technique described above, the land trust acquires and holds onto a property until another land trust has been identified to finance the acquisition. The necessary ingredient here is the existence of a willing land trust with the financial and management resources to eventually acquire and manage the property.

MANAGEMENT BY LOCAL LAND TRUST

In this scenario, the local land trust retains ownership of the acquired property and assumes management responsibilities and associated costs. A local trust with the required financial resources allows ownership of the property to remain within the community with local citizens providing the responsible care and management of the land's conservation resources.

SALEBACK OR LEASEBACK

The land trust purchases the property, limits future development through restric-

tive easements or covenants, and then resells or leases back part or all of the property to finance the acquisition. With the restrictions on future development, the resale at less than fair market value makes the land affordable for the buyer while preserving the most important conservation resources of the site. This arrangement entails complex negotiations. When land is leasebacked to a lessee the trust retains ultimate responsibility for that land.

PARTNERSHIPS WITH OTHER LAND TRUSTS, CONSERVATION GROUPS, GOVERNMENT AGENCIES

Land trusts often join with other other land trusts, a national conservation organization like the Trust for Public Land or the Nature Conservancy or a government agency to jointly finance or share responsibility for the acquisition and/or management of open space and parkland. Participation in a joint venture with a more experienced or better-financed partner is particularly beneficial to a land trust pursuing its first acquisition project. As land prices rise and the number of land trusts and their pursuit of large open space parcels increases, the cooperation of multiple parties-local and national, public and private- will be essential.

FINANCING OPEN SPACE ACQUISITION

Land and easement purchases can be financed through three basic methods: fundraising from the private sector (individuals, foundations, and corporations); government funding; and using market forces to finance the acquisition. On average, land trusts finance more than two-thirds of their acquisition costs by fundraising from the private sector with most new trusts relying almost solely on this source. For a more established land trust with some sophistication and credibility, government funding may provide an essential element of the trust's acquisition program when such funding is available. While historically less common,

today's rising land values have motivated trusts to more aggressively pursue use of private real estate market forces to finance land purchases.

Land trusts can access government funds in a variety of ways. They can acquire land and resell it to government agencies. They can nominate and advocate particular properties to be purchased with public funds, and help raise local matching funds required by government programs. Public agencies such as the state Coastal Conservancy will often loan funds or make grants directly to land trusts for land purchases and to develop access and restore wildlife habitats.

FEDERAL FUNDING SOURCES

FEDERAL LAND AND WATER CONSERVATION FUND

Government funds can come from the federal, state and local level. At the federal level, the major source of acquisition funding is the Land and Water Conservation Fund (LWCF). Each year, Congress appropriates funds from revenue received from offshore oil development to various federal projects such as national parks, forests, and wildlife refuges. In addition, a specific portion of the funding is usually allocated among the states for state and local projects that meet certain criteria. The LWCF is authorized to provide up to \$1 billion a year for the federal acquisition of open space lands, and federal grants to states and localities for recreation land purchases and facility development. More recently however, less than \$150 million a year has been allocated nationwide with \$5 million or less available annually to California counties, cities and special districts. While none of this funding can be allocated directly to them, land trusts may seek to have the state use LWCF money to purchase lands the trust has reacquired or pursue the political process to have the state directly acquire a targeted property. LWCF funds provided to state or local government

for the acquisition and development of open space and recreational areas require a 50-50 match in state or local funds which the land trust can help raise.

INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT

Federal transportation funds for recreational facility development can be obtained through several ISTEA programs including the Environmental Enhancement and Mitigation Program (EEMP) which in recent years has provided up to \$30 million annually to California for bicycle and pedestrian facilities and the acquisition of scenic easements. While renewal of ISTEA by Congress has not yet occurred, previous congressional approval for extending associated enhancement program funding ensures that at least some EEMP funds will be available in the future.

STATE/LOCAL OPEN SPACE AND RECREATIONAL FACILITY FUNDING

GENERAL FUNDS/BONDS

State and local government fund the purchase of open space lands and the development of associated recreational facilities through a combination of general fund or general obligation bond appropriations and taxes at the state and local level. However, there are two fundamental differences between state and local bonds that present added challenges to local government. First, while the principal and interest on state bonds are paid for from the State General Fund, local bonds are generally tied to an increase in property taxes. Second, the issuance of local bonds requires a two-thirds vote within the local jurisdiction whereas approval to issue state bonds requires a simple majority vote.

At the state level almost all funds for land conservation are appropriated by the Legislature to state agencies. Although funds are almost never appropriated to

private land conservation groups, and only rarely to local agencies, state agencies can authorize a grant to a local agency or private land trust to carry out the intent of the appropriation. Below are descriptions of the government agencies and their funding sources that local agencies and nonprofits can approach to obtain funding for local open space and recreational facility development projects.

THE STATE DEPARTMENT OF PARKS AND RECREATION

The State Department of Parks and Recreation has two land acquisition functions: acquiring and preserving property for the state park system, and making grants to local agencies. The Department will evaluate any proposed addition to the State Park System and, while wary of new additions due to associated increases in maintenance costs, is nonetheless interested in certain properties. The Department also has a division of local assistance which runs the grant programs that distribute funds to local agencies. Such funds usually come from state bond acts, although the division also oversees funding made available to local agencies through the federal Land and Water Conservation Fund and the Proposition 117 Habitat Conservation Fund described below.

Unfortunately, government funding for park and open space acquisitions at the state and local level has steadily diminished over the past fifteen years. Since 1981-82, annual acquisition expenditures by the State Department of Parks and Recreation have dropped over 90% from \$40 million to less than \$4 million while State Park grants for local park projects have declined 95% from \$107 million to \$5 million during the same period. At the same time, to address shortfalls in local revenues, many cities and counties have made deep cuts in their local budgets. In many cases, local park budgets have taken a disproportionate share of the cuts, making it more difficult to fund local

park projects and maintain existing facilities. As a result, purchases of new parkland by local government have been very limited.

THE STATE COASTAL CONSERVANCY

The State Coastal Conservancy makes grants to nonprofit agencies, land trusts, and local governments for the acquisition, protection and restoration of lands in the Coastal Zone and to develop public access. It also restores urban waterfronts emphasizing coastal-dependent activities and public use. The Conservancy may purchase property directly before eventually transferring ownership to another state or local agency or land trust and is one of the few state agencies that will fund the acquisition of development rights or other interests in coastal farmland. While the Conservancy has traditionally obtained most of its funds through a series of state park and coastal bond acts, with no successful bond act since 1988, the agency's annual allocations have dropped by nearly 90% over the past decade.

Today, the Conservancy obtains funding from a variety of sources, with the bulk of funds coming from the Habitat Conservation Fund (described below). In addition, recent state legislation has established a new coastal access fund for the development of access-related facilities which is estimated to provide the Conservancy with \$600,000 each year beginning this year. These funds are raised through impact fees assessed by the state Coastal Commission as a condition of permit approval for impacts on shoreline access stemming from private coastal development. Recent state legislation has also created a new program within the Coastal Conservancy establishing another distinct source of funding for coast and bay open space and access development projects within the nine county Bay Area. Initial funding levels for the Bay Area Conservancy Program will be determined later this year when the state budget is finalized. Conservancy staff can help land trusts determine

which of the various funding sources are appropriate to pursue for a given project with the subregion.

HABITAT CONSERVATION FUND

Today, the Habitat Conservation Fund (HCF) represents the state's single most important funding source for acquiring and protecting open space and wildlife habitat. Established in 1990 when voters approved Proposition 117, the California Wildlife Protection Act requires the state to allocate at least \$30 million each year through the year 2020 to the HCF to purchase wildlife habitat lands. In implementing Proposition 117, the Legislature can use a wide variety of funding sources to achieve the required \$30 million annual goal including a new bond act, any of the state funding sources described above, or any new source created by the Legislature. The one fixed source of annual funds comes from the Tobacco Tax Fund that contributes roughly \$10 million each year.

Because only state and local public agencies can apply for HCF funds, a nonprofit group or land trust must convince a state or local agency to apply for funds on their behalf. Within the project area, the Coastal Conservancy represents the best agency to approach for this purpose because they must receive a specific amount of HCF money each year within their geographic area. If a project is located in or near a state park or recreation area, the superintendent of that park should also be contacted. State Parks receive at least \$1 million per year for habitat acquisition and restoration in and near state parks.

One of the most flexible sources of funding created by Proposition 117 is the requirement that at least \$2 million a year must be granted to local park, recreation and open space agencies on a matching grant basis by the Department of Parks and Recreation. A land trust needs to first generate interest in their project by their local parks

department, identify public and/or private sources of matching funds, and convince the local agency to apply to the State Department of Parks and Recreation for a grant to undertake the project. The Department has prepared a handbook for local agencies and land trusts to use in understanding the Proposition 117 HCF Program. See Appendix D for address information.

WILDLIFE CONSERVATION BOARD

The Wildlife Conservation Board (WCB) oversees the expenditures under Proposition 117 Habitat Conservation Funds, and has direct control of the Wildlife Restoration Fund (described below). The WCB purchases fish and wildlife areas for the state Department of Fish and Game and also makes grants directly to land trusts and local governments. Like the other state resource agencies the annual appropriations that allow WCB to purchase and protect important open space lands have declined by 80% over the past decade to less than \$8 million today

The Wildlife Conservation Board, which receives most of the funds from Proposition 117, evaluates grant proposals based on input from the Department of Fish and Game (DFG). DFG is divided into five regions and each has a biologist on staff who can work with local agencies or land trusts to review proposed land acquisition projects to help determine if it meets the minimum requirements of Proposition 117. Because there are a wide variety of funds available to the Department both within and outside the scope of Proposition 117, local agencies and land trusts should investigate all possible funding sources, including those outside the scope of Proposition 117, to ensure that every funding source is examined as a possibility either by the Department or the Legislature.

STATE GRANTS/LOW INTEREST LOANS

The state can provide matching grants or low interest loans to local government for

land acquisition. However, as discussed above, such funds will remain very limited until a significant new source is created through passage of a statewide park bond act and/or legislative approval of a State General Fund appropriation. At present, the Legislature is working with the Governor to place a major coast and park bond act on November ballot which, if approved by voters, will provide a new source of funds for the acquisition and development of open space and recreational land both statewide and within project area.

PAYMENT IN LIEU OF DEDICATION

In addition to, or rather than requiring a land developer to dedicate an easement to mitigate a project's impact on open space, scenic views, or public access, local government may require payment of an impact fee to a municipal trust fund for open space acquisition, recreational facility development or related projects. A Coast Access Development Fund has been established for by San Mateo County for projects in the Midcoast but neither Pacifica nor Half Moon Bay maintains this type of fund.

SPECIAL ASSESSMENT DISTRICT

A special tax district is another method for funding the acquisition and development of open space and parkland. While its boundaries do not currently include land within the project area, local land trusts and open space advocates are now considering options for expanding the boundaries of the Midpeninsula Regional Open Space District into the subregion.

TAX RETURN CHECKOFF

California's Endangered Species income tax checkoff offers filers the option to direct a small amount of taxes owed toward revenues for the acquisition of habitat lands for threatened or endangered species. Presently contributions amount to approximately \$1 million annually. The Department of Fish and Game controls expenditure of the funds through their Natural Heritage Divi-

sion. To qualify for funding projects must demonstrate how a listed threatened or endangered plant or animal species will be protected.

OTHER FUNDS/TAXES

In California there are several potential funding sources available to government and nonprofit agencies for open space acquisition including taxes on cigarettes, gasoline, horseracing and fees from personalized 'vanity' license plates.

TOBACCO TAX

In 1988 voters approved Proposition 99, the Tobacco Tax Initiative which allocates five percent—roughly \$25 million a year—of the new revenue generated to park and wildlife projects. The funds are part of the Governor's budget, and must be approved by the Legislature before they are placed in the Public Resources Account for expenditure. The funds are evenly split between park and wildlife projects. The park funds are evenly split between state and local projects while the wildlife funds get divided between wetlands, fisheries and other wildlife projects. There is no restriction on the use of the funds: they can be used for acquisition of land, restoration, maintenance of habitat or parks, and related activities.

ENVIRONMENTAL LICENSE PLATE FUND

Established in 1991, the Environmental License Plate Fund (which appears in the annual Budget as the Environmental Protection Program) was originally intended to fund specific projects including the purchase of land or easements for environmental protection purposes. However, in recent years tight budgets have forced the roughly \$30 million in annual funds to be redirected to pay for operations of the Department of Fish and Game. The Fund is one of the few that can actually be used to make direct grants to nonprofit agencies although most of the money has traditionally gone to public agencies. More recently, the 'Whale Tail'

license plate fund was established in 1997 to specifically fund programs related to coastal protection and related activities including coastal access. However, today these funds are directed to public outreach programs and education of school children rather than to specific coastal access activities.

GAS TAX-ENVIRONMENTAL ENHANCEMENT AND MITIGATION PROGRAM

Similar to the federal transportation enhancement program described above, the state Environmental Enhancement and Mitigation Program (EEMP) was established by the passage of Proposition 111 by voters in 1990 and requires that \$10 million a year of gas tax revenue be spent to mitigate the effects of transportation development. The Resources Agency sends out and receives grant applications which are then evaluated based on certain criteria before a list of qualified projects is forwarded to the California Transportation Commission, which makes the final selection from that list. While an elaborate system is used to evaluate proposed projects, the criteria for grants is quite liberal and includes land acquisition projects. However, unlike many other state funding sources, this program is not part of the budget process meaning that Administration support is virtually the only determining factor in which project proposals get funded. The program is scheduled to run through the year 2000, so just two years remain for local groups to take advantage of it.

WILDLIFE RESTORATION FUND

Generated by a small tax on horseracing revenue, this program produces about \$750,000 a year that goes to the Wildlife Conservation Board for habitat protection projects and wildlife-oriented public access projects to rivers, streams, and coastal waters for hunters, anglers and boaters. The Department of Fish and Game determines how these funds are spent, so obtaining their support for a local project is essential.

REAL ESTATE TRANSFER TAX

Real estate transfer taxes, also called documentary transfer taxes, are levied in all counties in California. While imposing such a tax to fund open space acquisition is done in other states, to do so here would first require an amendment to the state constitution.

OTHER FUNDING STRATEGIES

PROJECT CAMPAIGNS

A project campaign is a fundraising strategy aimed at raising money for a specific project, rather than for a trust's general operations. This strategy is especially useful when attempting to fund the purchase of a property valued by a community that is threatened by private development. While most funds in a project campaign typically come from individuals in the community, foundations or corporations may contribute as well.

TRADE LANDS

Land with no significant resource value can still be donated to a trust for its monetary value and then either sold to finance other land purchases or traded in exchange for a property with conservation resources. In this case, the trust must be sure to make its plans to dispose of the property absolutely clear to the donor at the time of the donation or bargain sale. The trust should also be sure that a market exists for the sale of the property and that there are no unusual problems that would make it difficult or impossible to sell.

GOVERNMENT FINANCIAL INCENTIVES FOR PRESERVING OPEN SPACE

PREFERENTIAL ASSESSMENT

Under state laws, agricultural and forest districts can be established to assess land as farmland or forestland rather than at its 'highest and best use.' Promotes resource conservation and management while benefiting landowners in areas with develop-

ment pressure. Locally, the Williamson Act is commonly applied to protect agricultural lands through a reduced tax assessment.

PURCHASE OF DEVELOPMENT RIGHTS

Local or state government purchases development rights to maintain land in agricultural use. Landowner maintains ownership and derives income from selling rights while having property taxes reduced due to lower property values.

LAND CONSERVATION GRANTS

State programs pay or otherwise enable landowners to preserve land, enhance wildlife, and provide public access without selling interests in land. Since the passage of Proposition 13, such grant funds have been extremely limited.

REAL ESTATE MARKET STRATEGIES

LIMITED DEVELOPMENT

Limited development involves the development of the less sensitive portions of a property in order to finance the protection of the more valuable resource conservation areas. The undeveloped areas are usually placed under the protection of a conservation easement or held in fee by the land trust or other conservation organization or agency while limited development is clustered on another portion of the property. This approach is generally regarded as a tool of last resort when the trust cannot afford to purchase the entire property or the landowner prefers to develop portions of the property. Nonetheless, rising land prices and increased competition for open land have made limited development an increasingly necessary tool that, in some cases, may be the only practical way to acquire and preserve environmentally sensitive lands.

CONSERVATION BUYERS

Land trusts can facilitate the linking of potential buyers interested in owning property with exceptional conservation character-

istics with sellers of such property and through the process protect sensitive lands with no direct financial support when the new buyer donates a conservation easement to the trust. While most trusts might have an occasional, individual project suitable for a conservation buyer, several regional land trusts including the Big Sur Land Trust have organized formal programs to identify conservation properties and locate conservation buyers for them. Such a program generally requires large and scenic properties in a rural setting and wealthy buyers with an interest in conservation.

INTERIM FINANCING

Land trusts often need to buy a property before they have raised the money to acquire it, or even before they have been able to determine how they might ultimately finance the project. One of the cornerstones of any successful land trust is their ability to act fast. This requires access to quick financing which can be obtained in a variety of ways.

LOANS

When a land trust needs time to raise money for a project, or interim financing for a property it plans to resell to a government agency or other entity, a loan may be the answer. Land trusts can take out loans from a variety of sources including private individuals, local businesses, banks and corporations, and established nonprofits. Low interest loans may come from a foundation interested in the work of a community-based nonprofit or an adjacent landowner standing to benefit from a parcel's protection. Yet land trusts should not rule out market rate loans when necessary to finance a purchase. With techniques such as limited development and preacquisition, and with solid fundraising capabilities, land trusts should be able to pay off their loans. Newer land trusts with minimal equity have secured bank loans by having several board members co-sign.

REVOLVING FUNDS

A revolving fund is a fund the land trust maintains at or above a certain level so that it always has acquisition money available. While money from the fund can be spent frequently, it is replaced through fundraising or income from property transactions. To raise the initial funding for revolving funds, the trust could set aside a portion of its annual income, conduct a special capital campaign, solicit bequests or develop planned giving programs.

CHARITABLE CREDITORS

In a crisis situation, a land trust might opt to purchase a parcel or other property interest without knowing in advance how it will recover its costs. With the original money coming from a loan or the trust's revolving fund, these sources have to be repaid. Charitable creditors, who can be individuals or organizations, back up the trust's loan or expenditure with legal agreements or pledges to pay a specified amount if the trust is for some reason unable to repay the source of the original funds. A pledge campaign can be conducted much like a donation campaign but is most appropriate for trusts with at least some prior fundraising and project campaign experience.

LONG-TERM COSTS AND RESPONSIBILITIES

Owning and managing land or conservation easements is a major responsibility. Acquisition is just the first- and often not the most expensive or difficult- step in protecting land and, where appropriate, providing recreational access to it. When evaluating potential acquisitions, land trusts must give serious consideration to the long-term management needs of a property or interest in a property and be prepared to pass up desirable projects when lack of funding, management difficulties or related problems prevent the trust from ensuring the property's long-term protection.

MAINTAINING AND MANAGING OPEN SPACE

A land trust is responsible for maintaining and managing property that it owns. Unless ownership and management responsibilities are transferred to another land trust, government agency or other entity, a land trust must be prepared to assume full responsibility for the property's long-term care. The trust must comply with any deed restrictions on property donated to it, maintain trails and structures to ensure their safety and, in some cases, actively manage a property's resources including regular plantings and repairs in order to adequately preserve the land's fragile resources. For lands open to the public, proper maintenance is especially important to prevent liability problems and to enhance the trust's image.

MONITORING OPEN SPACE

A land trust needs to monitor property it owns and easements at least once a year to ensure that management goals are being met, safety hazards are identified and any trespass or vandalism is detected and addressed. Failure to halt trespassing can lead to the loss of some of the trust's property rights. When a trust holds conservation easements, it is responsible for ensuring that the owner complies with the easement's terms; failure to do so will diminish public confidence in the trust's easement program and could eventually lead to the termination of the easement if violations are not effectively addressed.

How frequently and intensively the trust monitors its properties will depend on several factors, including a property's location, the fragility of its resources, the degree of threat to those resources, and possibly the ownership of the property. While monitoring requires time, trained personnel and money, the process can be simplified when parcels are close to the trust's home base, close to one another, in a highly visible

location like a roadside, or when the trust has the cooperation of someone near the parcel.

ENFORCEMENT

A land trust has an obligation to enforce the terms of conservation easements and to protect the properties it holds either through negotiation if possible, but ultimately by going to court if necessary. Threats can originate from a variety of sources, and defending against them can be time consuming and expensive. While protracted legal conflicts are rare, the land trust must be financially able to deal with them should they occur.

MANAGEMENT FUNDING

Prior to acquiring or accepting a property or conservation easement, a land trust should take the appropriate steps to ensure that it can cover associated long-term costs. Oftentimes, land trusts will set aside funds for the care of their properties and easements, usually through monitoring funds, endowments, stewardship funds, or legal defense funds which are typically obtained at the time of acquisition from the donor of the land or easement. Management funds can also be raised through special fundraising campaigns or by setting aside a portion of the trust's annual income. While setting aside management funds is often difficult for a new land trust, doing so is critical to ensuring that the trust can successfully meet its obligation to protect property over the long-term.

REGULATORY TECHNIQUES

TRANSFER OF DEVELOPMENT RIGHTS

Owner of property with resource conservation values sells development rights to other landowners whose property can support increased density. While a property owner who purchases development rights absorbs the cost of preservation, the identification of sending and receiving sites can be difficult.

PERFORMANCE ZONING

A zone is defined by a list of permitted impacts as opposed to permitted uses based on natural resource data and design guidelines. Development is directed to appropriate places based on a comprehensive, environmentally sensitive plan often implemented through cluster development.

CARRYING CAPACITY ZONING

Often called Current Planning Capacity, this approach is based on the ability of an area to accommodate growth and development within the limits defined by existing infrastructure and natural resource capabilities and allows localities to establish new and more resource-conscious development guidelines. The challenge here lies in determining carrying capacity which can be a difficult process, subject to political considerations, quality of life assumptions and changing technologies.

CLUSTER ZONING/PLANNED UNIT DEVELOPMENT

Local zoning ordinances preserving agricultural land in the project area require clustering of development. However, while a PUD provision allows clustering for a large mixed-use development and preservation of open space within the project area, the open space is typically in small separate pieces which complicates linkages to a larger open space system.

PRESERVATION OVERLAY ZONING

Overlay zones with development restrictions can be established by local government to protect agricultural and natural areas, scenic views, and historic neighborhoods. Special zones have regulations specific to the needs of a unique area

and may be subject to mandatory clustering, performance standards, special permits, and site plan and architectural review.

EXACTION/DEDICATION

As a condition of obtaining permit approval, local government requires developers to pay a fee or dedicate land to a municipal trust fund for open space. While new construction pays for its impacts on open space, funds are dependent on development and can be difficult to calculate based on a project's estimated fair share of costs.

OTHER RESOURCES

The California State Coastal Conservancy has published a workbook to guide land trusts and individuals seeking grants for coastal conservation projects from the public agencies and funds described above. Titled "*Conserving Coastal Resources in California*," the workbook was published in June 1997 and can be obtained by contacting Marc Beyeler, Program Manager at the Conservancy at: 510-286-4172.

Also available from the Coastal Conservancy are two new booklets to assist land trusts seeking to develop pathways to and along the Coastal Trail. *Happy Trails to You: How to Accept and Manage Offers to Dedicate Access Easements* and *Limitations on Liability for Nonprofit Land Managers* were both published in December 1997. *Happy Trails* details how a nonprofit organization or public agency can acquire and manage Offers to Dedicate (OTD) easements. *Limitations on Liability* clarifies potential liability risks and explains immunities that apply to nonprofits and public agencies. To request a copy, contact Brenda Buxton at: 510-286-0753.



APPENDIX B

LIST OF LAND TRUSTS

LOCAL

**Half Moon Bay Open Space Trust
(HOST)**

460 Poplar Avenue

Half Moon Bay, CA 94019

Contact: David Iverson

Tel: 650-726-9525

Midcoast Park Lands, Inc. (MPL)

P.O. Box 1754

El Granada, CA 94018

Contact: Jim Blanchard

Tel: 650-726-9645

**Coastside Preservation and Recreation,
Inc. (CP&R)**

P.O. Box 941

Moss Beach, CA 94038

Contact: Ken Lundie

Tel: 650-728-5656

Pacifica Land Trust (PLT)

P.O. Box 988

Pacifica, CA 94044

Contact: Chris Powell

Tel: 650-712-0773

REGIONAL

Bay Area Open Space Council

c/o greenbelt Alliance

530 Bush St., Room 303

San Francisco, CA 94108

Contact: John Woodbury

Tel: 415-398-3730

Peninsula Open Space Trust (POST)

3000 Sand Hill Road, 4-135

Menlo Park, CA 94025

Contact: Robert Neale

Tel: 650-854-7696

Trust for Public Land (TPL)

116 New Montgomery, Third Floor

San Francisco, CA 94015

Contact: Elizabeth Byers

Tel: 415-495-5660



APPENDIX C

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